

# **SOCIAL SECURITY YEARBOOK**

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**FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD  
WASHINGTON, D. C.**

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**Social Security Bulletin**

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**Social Security Yearbook**

*for the calendar year*

1939

*August 1940*

FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD  
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# FOREWORD

## Social Security and Socio-Economic Trends

IN THE UNITED STATES, as in other countries, it has often been true that information concerning important trends in national life has been wholly or largely lacking until some problem has become so acute and so widely recognized as to require the establishment of a public service to cope with it. Then for the first time, through the actual operation of the service, there became available both the information necessary to guide and evaluate administration and a new view of some little-known aspect of the life of the American people.

With the establishment of the Federal Government, provision was made for the decennial census of population as the necessary implement of a political democracy. Over more than a century and a half the development of the information called for in this census, and in subsequently developed special censuses, has reflected the growing concern of the Federal Government with social and economic matters as distinguished from the mere count of population required for representative government. These periodic inventories provide a wealth of essential information on the Nation's human and material resources. They give a comprehensive view as of a given moment of time—a series of snapshots, so to speak—showing in terms of volume and category and of a particular time, this or that perspective of the Nation.

The complementary types of information developed through the social services of the Federal Government, the States, and the localities provide, on the other hand, what might be called a moving picture. They help to show currently and in more dynamic terms where, why, and in what direction social changes are occurring and which particular groups of the population are concerned with them. It was not, for example, until Federal, State, and local public-health services had been developed extensively that it was possible to chart even the tides of life and death with reasonable certainty on a Nation-wide basis—to show by place and season, age, sex, and race, by type of

sickness, cause of death, and other significant factors, the specific groups of Americans for whom life was becoming more secure or less secure. We are still almost wholly without needed information on important relationships between occupation and income and sickness and death, and doubtless shall continue to be without it until some comprehensive public measure is adopted to reckon with the impact of those social factors on individual well-being.

The increasing economic interdependence of areas and States throughout the Nation and of industrial and other groups within a single area brought before legislatures and the Congress demands for more complete information on economic processes and maladjustments and, simultaneously, demands for measures to remedy such maladjustments. These demands became imperative during the early 1930's. It is characteristic of the development of social insurance the world over that most of the advance planning and even initial operation of the several programs instituted by the Social Security Act had to be conducted with only fragmentary or incomplete information concerning the specific nature of the problems which were pressing for attention.

Until reasonably comparable services for public assistance to persons in need are established throughout a State or in all States, it is possible to estimate only in the most general terms the amount of need, as measured by some agreed standard, among the population as a whole or among special groups such as the aged or children. Until employment services are widely available and utilized by employers seeking workers and by workers seeking jobs, it is not possible to state even in general terms, let alone in terms of specialized skills and experience, what and where are the needs for labor and how many and where the workers available to meet them. Throughout one of the most severe depressions in its history, this country has been without comprehensive



current information on such basic factors as the extent and nature of employment and unemployment and the distribution of individual earnings and other income. Valid forecasts of future economic trends with which public policy and private enterprise alike are concerned, require such information for considerable periods.

The actual operation of the social security program, however, is beginning to facilitate answers to some of the questions on social and economic situations and trends that are asked by the general public, by legislators and public administrators, workers and employers, as well as by students of the social sciences. This first Social Security Yearbook, issued as an annual supplement to the Social Security Bulletin, endeavors to summarize such basic information in these areas as was available to the Social Security Board by the spring of 1940. Insofar as possible, an effort has been made to indicate important developments from the initiation of the program through the calendar year 1939. Subsequent issues of the Yearbook will maintain reporting in general on a calendar-year basis to facilitate comparison with other important economic series. Summary discussion and reports of the administrative operations of the Board and of the Board's recommendations will continue to be carried in the Annual Report of the Board to Congress for the fiscal year, while special analyses and current reports concerning programs for which the Board carries Federal responsibilities will be maintained, as at present, in the monthly issues of the Social Security Bulletin.

The information contained in this first issue of the Yearbook is less comprehensive and in many respects less illuminating than that which may be anticipated for future years. The Federal program of old-age and survivors insurance did not advance to full operation until 1940. The unemployment insurance program was not in full operation throughout the country until the second half of 1939. Programs for aid to dependent children and aid to the blind have not yet been established by all States under the Social Security Act. Voluntary reporting on these and other types of assistance provided by States and localities to persons in need, and the collaboration of agencies concerned with Federal work programs and related Federal activities, make it possible,

however, to include in this Yearbook a comprehensive summary record of the public programs administered in the years 1933-39 to relieve or offset individual economic distress.

For the recently established social insurance programs, present information is necessarily incomplete. In the initial periods of Federal and State operations, attention must be concentrated on development of the administrative organization and procedures needed to establish and implement the program. Initial reports, accordingly, are largely in terms of administrative operations rather than in terms of the socio-economic situation which has occasioned those operations and is, in turn, revealed by them. Earliest reports on unemployment insurance, for example, indicated the numbers of claims received and handled and total and average amounts paid out in benefits. Only later can progress be made toward ascertaining such information as the numbers and types of workers who make claims and receive benefits; the varying amounts such workers receive and the relation of these amounts to their customary earnings; the periods of time for which workers are compensated and the relation of these periods to the duration of their unemployment, individually and by industry and occupation. These latter topics are of prime importance not only to workers, employers, and labor-market analysts, but also to the social insurance agency itself; only through such facts is it possible to judge the extent to which the system is serving the purpose for which it is intended. Administration of social security programs cannot be considered complete until it has been such as to assemble both the information needed for the evaluation of current operations in terms of the objectives of the legislation and that required to guide future development toward a more nearly adequate fulfillment of those objectives.

The data assembled in the present volume represent for the several programs different stages of development which reflect, in general, the differing periods of time over which the programs have been in operation. Only in connection with public assistance, in which activities of the States and localities antedated the establishment of the Federal-State program, is it possible to offer comparisons over a considerable period of time. Under all programs, moreover, the time has been too



short for valid analyses of many factors and trends—especially those in employment and pay rolls—for which the program will afford information of great importance on a scale never before attainable. It is hoped that the present volume will serve as a summary compendium and as a guide to other significant socio-economic information which is or will be available through the

activities of the Board, and that it will stimulate further examination and study of the many important and complex aspects of American life reflected through the operation of the social security program.

I. S. FALK, *Director,*  
*Bureau of Research and Statistics.*

JULY 1940.

## ACKNOWLEDGMENTS

RESPONSIBILITY for preparation of the Social Security Yearbook is allocated to the Bureau of Research and Statistics, assisted by an advisory committee which includes the Director of the Bureau as chairman, and members of the staff of this and other bureaus to represent research, analysis, and policy formulation relating to the several programs administered by the Board.

The material presented in this volume originated in the bureaus and offices concerned with the activities presented. The Analysis Division of the Bureau of Old-Age and Survivors Insurance was responsible for the preparation of text and tables for the section on old-age insurance; text and tables for the employment security section originated in the Research and Statistics Division of the Bureau of Employment Security; the first article in the public assistance section was prepared in the Plans and Grants Division of the Bureau of Public Assistance; and the Office of the Actuary contributed the article, "Factors in Estimating the Costs of Social Security."

As the agency for coordinating research as well as for maintaining specific research activities, the Bureau of Research and Statistics is represented in the contents of this Yearbook by several of its divisions. The Division of Health and Disability

Studies was responsible for the article entitled "Economic Insecurity in Relation to Family Composition"; the Division of Public Assistance Research for "Trends in Public Assistance, 1933-39" and for the item on Federal, State, and local responsibility for public assistance financing; the Division of Coordination Studies for "Social Insurance Under Selected Programs"; the Division of Finance and Economic Studies for "Financing Social Security Programs: Federal Operations." The Division of Publications and Review, and in particular the Special Publications Section, of which Martha D. Ring is chief, has been responsible, in consultation with the advisory committee, for planning the scope and content of the present volume on the basis of the material available, reviewing and editing the text and tabular data, designing charts, and compiling the summary of "Significant Events in the Development of the Social Security Program," the bibliographic notes, and the list of publications.

"Trends in Public Assistance, 1933-39," pages 166-220 of Section V, reprints Bureau Report No. 8 of the Bureau of Research and Statistics, with the exception of county data for the month of December 1939 which are contained in that report.



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# CONTENTS

	Page
FOREWORD: SOCIAL SECURITY AND SOCIO-ECONOMIC TRENDS.....	III
I. SIGNIFICANT EVENTS IN THE DEVELOPMENT OF THE SOCIAL SECURITY PROGRAM, 1934-39...	3
II. SOCIAL AND ECONOMIC FACTORS:	
Economic Insecurity in Relation to Family Composition.....	17
Income and family size.....	18
Family type and income.....	18
Age and income.....	20
Gainful workers and income.....	25
Unemployment and income.....	28
Estimates of Coverage Under Federal Retirement Programs.....	30
Income Payments, 1929-39.....	32
Social Insurance Under Selected Programs.....	34
Benefits under the four programs.....	35
Beneficiaries under the programs.....	37
State distribution of 1939 payments.....	37
III. OLD-AGE AND SURVIVORS INSURANCE:	
Applicants for Account Numbers, 1936-39.....	43
Total numbers assigned.....	43
Characteristics of applicants.....	44
Claims and Lump-Sum Payments, 1937-39.....	46
Distribution of claims and payments.....	50
Wage Records, 1938.....	51
Tabulating procedure.....	51
Geographic distribution of workers.....	52
Age, sex, and earnings.....	53
Race.....	57
Continuity of covered employment.....	58
Industry.....	62
Employment and Pay Rolls, 1939.....	66
Industrial classification.....	74
IV. EMPLOYMENT SECURITY:	
Employment and Pay Rolls, 1938.....	79
Limitations of data reported.....	79
Industrial classification.....	92
Industrial distribution of covered employment.....	93
Major industry groups.....	95
Fluctuations in 1938.....	97
Legislative Framework of Unemployment Compensation in 1939.....	99
Coverage.....	100
Benefit structure.....	101
Partial unemployment.....	103
Eligibility.....	104
Disqualifications.....	105
Type of fund.....	105
Experience rating.....	105



IV. EMPLOYMENT SECURITY—Continued.	Page
Unemployment Benefits, 1939.....	107
Number and amount of payments.....	110
Claims for benefits.....	111
Interstate claims.....	117
Disallowed claims.....	119
Exhaustion of benefit rights.....	123
Unemployment compensation funds.....	124
Placement Activities, 1939.....	127
Total placements.....	128
Private employment.....	130
Public employment.....	132
Supplementary placements.....	133
Characteristics of workers placed.....	134
Occupational and industrial differences.....	134
Applications and active file.....	141
Definitions.....	145
Unemployment compensation terms.....	145
Employment service terms.....	147
Industrial Classification Code.....	149
1937 edition.....	149
1939 edition.....	150
V. PUBLIC ASSISTANCE:	
Public Assistance Under the Social Security Act.....	153
State and local organization.....	154
Administrative responsibilities.....	155
Sources of funds.....	156
Determination of need and amount of payment.....	157
Conditions of eligibility.....	159
Confidential nature of records.....	162
Appeals and fair hearings.....	162
Other services to recipients.....	163
State personnel.....	163
Adequacy of assistance programs.....	164
Trends in Public Assistance, 1933-39.....	166
Public assistance and work programs.....	166
State and local assistance programs.....	174
Expenditures for assistance.....	182
Trends in recipients of special types of public assistance.....	185
Trends in cases receiving general relief.....	192
Analysis of payments for special types of public assistance.....	200
VI. FINANCIAL ASPECTS OF SOCIAL SECURITY:	
Factors in Estimating the Costs of Social Security.....	223
Nature of cost estimates.....	223
Disbursement estimates for three social security programs.....	224
Estimates of taxes.....	230
Summary.....	231
Financing Social Security Programs: Federal Operations, 1937-39.....	232
Receipts and expenditures.....	232
Federal, State, and local expenditures for public assistance.....	233
Old-age reserve account.....	236
Unemployment trust fund.....	237



<b>VII. BIBLIOGRAPHIC NOTES:</b>	Page
General.....	241
Old-Age and Survivors Insurance.....	242
Employment Security.....	244
Public Assistance.....	248
<b>VIII. PUBLICATIONS OF THE SOCIAL SECURITY BOARD:</b>	
General.....	253
Old-Age and Survivors Insurance.....	255
Employment Security.....	256
Public Assistance.....	260
OTHER FEDERAL DOCUMENTS PERTINENT TO BOARD PROGRAMS.....	263
<b>INDEX.....</b>	267

## TABLES

### Significant Events in the Development of the Social Security Program, 1934-39

Table 1.—States with public assistance plans approved by the Social Security Board as of Dec. 31, 1939, with date of approval, date from which Federal funds available, and month Federal funds first used for assistance payments to recipients.....	12
Table 2.—Dates of passage of State unemployment compensation laws, of approval of laws by the Social Security Board, of first Federal grants, and month and year in which benefits first payable...	13

### Social and Economic Factors

#### Economic Insecurity in Relation to Family Composition

Table 1.—Urban single-family households by size of family, and percent with specified annual per capita income.....	17
Table 2.—Percentage distribution of persons in urban single-family households and estimated average family income and per capita income, by size of family.....	18
Table 3.—Urban single-family households by size of family, and percentage distribution by income status.....	19
Table 4.—Estimated mean and per capita income of urban single-family households, by size and type of family.....	20
Table 5.—Urban single-family households by size and type of family, and percentage distribution by income status.....	21
Table 6.—Estimated per capita income of persons in urban single-family households, by age of person and type of family.....	21
Table 7.—Urban single-family households by number of children under 16 years, and percentage distribution by income status.....	23
Table 8.—Urban single-family households by size of family and number of children under 16 years, and percentage distribution by income status.....	23
Table 9.—Persons in urban single-family households and percent with specified per capita income, by age of person and by type of family.....	26
Table 10.—Urban single-family households by number of gainful workers, and percentage distribution by income status.....	27
Table 11.—Urban single-family households of selected size, without gainful workers and with gainful workers all unemployed, and percentage distribution by income status.....	27
Table 12.—Urban single-family households by employment status of head and size of family, and percentage distribution by income status.....	28



## Estimates of Coverage Under Federal Retirement Programs

Page

Table 13.—Estimates of number of persons who will be engaged in services included in or excluded from Federal retirement systems at some time during the calendar year 1940 . . . . .	30
Table 14.—Estimated effect of coverage changes since 1935 on number of persons engaged at some time in 1940 in services covered by or excluded from old-age and survivors insurance. . . . .	31

## Social Insurance Under Selected Programs

Table 15.—Social insurance payments under selected programs, calendar years 1936-39, and by months 1938-39 . . . . .	34
Table 16.—Individuals receiving social insurance payments under selected programs, by months, 1938-39 . . . . .	36
Table 17.—Social insurance payments under selected programs, by States, calendar year 1939 . . . . .	38

## Old-Age and Survivors Insurance

### Applicants for Account Numbers

Table 1.—Distribution of applications for account numbers by months, 1936-39 . . . . .	43
Table 2.—Percentage distribution of applications for account numbers in specified periods by age of applicants, 1936-39 . . . . .	43
Table 3.—Percentage distribution of applications for account numbers in specified periods by sex and race of applicants, 1936-39 . . . . .	44
Table 4.—Distribution of applications for account numbers by age, sex, and race of applicants, 1939 . . . . .	45

### Claims and Lump-Sum Payments, 1937-39

Table 5.—Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39 . . . . .	47
--	----

### Wage Records, 1938

Table 6.—Workers with taxable wages in 1938 and amount of such wages, by sex and by States . .	52
Table 7.—Workers with taxable wages in 1938, by amount of such wages, by age, and by sex . . .	54
Table 8.—Workers with taxable wages in 1938 and amount of such wages, by race and sex, 16 States . . . . .	56
Table 9.—Workers with taxable wages in 1938, by number of quarters in which wages were received, by amount of such wages, and by sex . . . . .	57
Table 10.—Workers with taxable wages in 1938, by number of quarters in which wages were received, by age, and by sex . . . . .	57
Table 11.—Workers with taxable wages in 1938, in both 1937 and 1938, and in 1938 only, and amount of such wages, by age and sex . . . . .	59
Table 12.—Workers with taxable wages in the fourth quarter of 1938 and total amount of 1938 taxable wages, by industrial divisions, by States, and by sex . . . . .	60

### Employment and Pay Rolls, 1939

Table 13.—Number of employing organizations and amount of taxable pay rolls, July-September 1939, and number of workers on last day or last pay roll of September 1939, by size of employing organization . . . . .	66
Table 14.—Number of workers on last day or last pay roll of March, June, September, and December 1939, by major industry groups . . . . .	68
Table 15.—Amount of taxable pay rolls, by major industry groups and by quarters, 1939 . . . . .	70
Table 16.—Number of employing organizations, by major industry groups and by quarters, 1939 . .	72



## Employment Security

### Employment and Pay Rolls, 1938

Page

Table 1.—Covered employment in March, June, September, and December, and total and quarterly pay rolls, by States, 1938.....	80
Table 2.—Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938.....	82
Table 3.—Covered employment in March, June, September, and December, and total and quarterly pay rolls in interstate railroads, by States, 1938.....	86
Table 4.—Percentage distribution of average monthly covered employment by major industry groups, by States, 1938.....	87

### Claims and Benefit Payments

Table 5.—Initial claims received in local offices, by States and by months, 1939.....	108
Table 6.—Continued claims received in local offices, by States and by months, 1939.....	109
Table 7.—New claims disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States, 1939.....	111
Table 8.—Out-of-State initial claims received by liable States from agent States, 1939.....	112
Table 9.—New claims authorized, by States and by months, 1939, and estimated number of workers with wage credits, June 1939.....	114
Table 10.—Total number of benefit payments, by States and by months, 1939.....	115
Table 11.—Total amount of benefit payments, by States and by months, 1939.....	116
Table 12.—Workers receiving benefits during week ended nearest fifteenth of month, by States and by months, 1939.....	119
Table 13.—Beneficiaries exhausting wage credits, by States and by months, 1939.....	120
Table 14.—Funds available for benefits at beginning and end of year, contributions and interest, benefits paid, and ratio of benefits to contributions and interest, by States, 1939.....	121
Table 15.—Claims and benefit payments, by States, 1938 and 1939.....	122

### Employment Service

Table 16.—Registrants in active file, by States and by months, 1939.....	127
Table 17.—Applications, by States and by months, 1939.....	129
Table 18.—All placements, by States and by months, 1939.....	130
Table 19.—Private placements, by States and by months, 1939.....	131
Table 20.—Public placements, by States and by months, 1939.....	132
Table 21.—Supplementary placements, by States and by months, 1939.....	133
Table 22.—Private placements of men and women, by age groups and by States, 1939.....	135
Table 23.—Public placements of men and women, by age groups and by States, 1939.....	136
Table 24.—Private placements of men and women, by major occupational groups and by States, 1939.....	137
Table 25.—Public placements of men and women, by major occupational groups and by States, 1939.....	138
Table 26.—All placements of men and women, by industrial groups and by States, 1939.....	140
Table 27.—Placements, applications, and active file, by States, 1938 and 1939.....	141
Table 28.—All placements of men and women, by age and race, 1938 and 1939.....	142
Table 29.—Private placements of men and women, by occupation and race, 1938 and 1939.....	142
Table 30.—All placements, by industrial groups and by States, 1938.....	143



## Public Assistance

### Public Assistance and Federal Work Programs

Page

Table 1.—Amount of assistance and earnings in the continental United States, by 6-month periods, 1933-39.....	168
Table 2.—Amount of assistance and earnings in the continental United States, by months, 1933-39.....	170
Table 3.—Recipients of assistance and persons employed in the continental United States, by months, 1933-39.....	172

### Public Assistance

Table 4.—Recipients and amount of payments to recipients in the continental United States, by months, 1933-39.....	175
Table 5.—Recipients and amount of payments to recipients in Alaska, Hawaii, and the Virgin Islands, by months, 1936-39.....	177
Table 6.—Amount of payments to recipients in the continental United States, by States and by years, 1936-39.....	178
Table 7.—Amount per inhabitant for payments to recipients in the continental United States, by States and by years, 1936-39.....	180

### Old-Age Assistance

Table 8.—Amount of payments to recipients, by States and by months, 1936.....	181
Table 9.—Amount of payments to recipients, by States and by months, 1937.....	183
Table 10.—Amount of payments to recipients, by States and by months, 1938.....	187
Table 11.—Amount of payments to recipients, by States and by months, 1939.....	188
Table 12.—Recipients, by States and by months, 1936.....	189
Table 13.—Recipients, by States and by months, 1937.....	190
Table 14.—Recipients, by States and by months, 1938.....	191
Table 15.—Recipients, by States and by months, 1939.....	192

### Aid to Dependent Children

Table 16.—Amount of payments to recipients, by States and by months, 1936.....	193
Table 17.—Amount of payments to recipients, by States and by months, 1937.....	195
Table 18.—Amount of payments to recipients, by States and by months, 1938.....	196
Table 19.—Amount of payments to recipients, by States and by months, 1939.....	197
Table 20.—Families receiving aid, by States and by months, 1936.....	198
Table 21.—Families receiving aid, by States and by months, 1937.....	199
Table 22.—Families receiving aid, by States and by months, 1938.....	200
Table 23.—Families receiving aid, by States and by months, 1939.....	202
Table 24.—Children aided, by States and by months, 1936.....	203
Table 25.—Children aided, by States and by months, 1937.....	204
Table 26.—Children aided, by States and by months, 1938.....	205
Table 27.—Children aided, by States and by months, 1939.....	206

### Aid to the Blind

Table 28.—Amount of payments to recipients, by States and by months, 1936.....	207
Table 29.—Amount of payments to recipients, by States and by months, 1937.....	208
Table 30.—Amount of payments to recipients, by States and by months, 1938.....	209
Table 31.—Amount of payments to recipients, by States and by months, 1939.....	210
Table 32.—Recipients, by States and by months, 1936.....	211
Table 33.—Recipients, by States and by months, 1937.....	212
Table 34.—Recipients, by States and by months, 1938.....	213
Table 35.—Recipients, by States and by months, 1939.....	214



## General Relief

	Page
Table 36.—Amount of payments to cases in the continental United States, by States and by months, April–December 1937.....	215
Table 37.—Amount of payments to cases in the continental United States, by States and by months, 1938.....	216
Table 38.—Amount of payments to cases in the continental United States, by States and by months, 1939.....	217
Table 39.—Cases receiving assistance in the continental United States, by States and by months, April–December 1937.....	218
Table 40.—Cases receiving assistance in the continental United States, by States and by months, 1938.....	219
Table 41.—Cases receiving assistance in the continental United States, by States and by months, 1939.....	220

## Financial Aspects of Social Security

### Financing Social Security Programs

Table 1.—Social security receipts and expenditures and total Federal receipts, expenditures, and debt, by quarters, 1937–39.....	234
Table 2.—Expenditures for assistance to recipients of the special types of public assistance in States with plans approved by the Social Security Board, by program and by source of funds, 1939.....	236
Table 3.—Taxes collected under Federal Insurance Contributions Act, transfers from appropriation to old-age reserve account, interest received, benefits paid, and funds available for benefits, by quarters, 1937–39.....	236
Table 4.—Status of unemployment trust fund, by quarters, 1936–39.....	237

## CHARTS

### Social and Economic Factors

Chart 1.—Per capita income of all urban single-family households, by size of family.....	19
Chart 2.—Mean number of children under 16 years in urban single-family households of specified type and size, by income status.....	22
Chart 3.—Mean number of gainful workers in urban single-family households of specified type and size, by income status.....	24
Chart 4.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16 years, by number of gainful workers.....	25
Chart 5.—Index of income payments in the continental United States, 1929–39.....	32
Chart 6.—Social insurance payments under selected programs, 1938–39.....	35

### Old-Age and Survivors Insurance

Chart 1.—Age and sex distribution of applicants for account numbers in 1936–37 and in 1939.....	44
Chart 2.—Age, sex, and race distributions of applicants for account numbers in 1936–37 and in 1939.....	45
Chart 3.—Amount of lump-sum payments under 1935 act, by quarters, 1937–39.....	46
Chart 4.—Amount of lump-sum payments under 1935 act, 51 States, 1937–39.....	46
Chart 5.—Percentage distribution of workers with taxable wages in 1938 by amount of such wages ..	53
Chart 6.—Average reported taxable wages for male and female workers, by age, 1938.....	55
Chart 7.—Percentage distribution of male and female workers with taxable wages in 1938 by age....	55
Chart 8.—Percentage distribution of all workers with taxable wages in 1938, of 4-quarter workers, and of workers earning first taxable wages in 1938, by sex, age, and amount of taxable wages.....	58



	Page
Chart 9.—Percentage distribution of employing organizations and taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by size of employing organization . . .	67
Chart 10.—Percentage distribution of amount of taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by industrial divisions . . . . .	74

## Employment Security

Chart 1.—Percentage distribution of average monthly covered employment and taxable pay rolls by industrial divisions, 50 States, 1938 . . . . .	81
Chart 2.—Employment of covered workers in manufacturing and in service and trade, monthly average, 50 States, 1938 . . . . .	94
Chart 3.—Percentage of average monthly covered employment in two leading industries of State, 50 States, 1938 . . . . .	96
Chart 4.—Amount of benefit payments, 1938–39 . . . . .	107
Chart 5.—Distribution of number of benefits for total unemployment by amount of benefit check, 51 States, October–December 1939 . . . . .	110
Chart 6.—Workers receiving benefits during week ended nearest midmonth, 1939 . . . . .	117
Chart 7.—Number of initial and continued claims received in local offices, 1939 . . . . .	117
Chart 8.—Percentage of out-of-State initial claims received by liable States from contiguous agent States, 1939 . . . . .	118
Chart 9.—Percentage of new claims disallowed on first determination, by reason for disallowance, 1939 . . . . .	118
Chart 10.—Ratio of benefits paid to contributions collected, by States, 1939 . . . . .	124
Chart 11.—Funds available for benefits, by States, Dec. 31, 1938, and Dec. 31, 1939 . . . . .	125
Chart 12.—Average monthly placements per 1,000 registrants available for work, by States, 1939 . . . . .	128
Chart 13.—Distribution of public and private placements of men and women by age groups, 1939 . . . . .	134
Chart 14.—Distribution of public and private placements by age groups, 1939 . . . . .	139
Chart 15.—Percentage distribution of placements by industrial divisions, 51 States, 1939 . . . . .	139

## Public Assistance

Chart 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, 1933–39 . . . . .	167
Chart 2.—Public assistance and Federal work programs: Trends in estimated unduplicated number of households and of persons in households receiving assistance and/or earnings in the continental United States, 1933–39 . . . . .	169
Chart 3.—Public assistance: Payments to recipients of special types of public assistance and to cases receiving general relief in the continental United States, expressed as relative numbers, 1933–39 . . .	174
Chart 4.—Public assistance: Amount per inhabitant for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind and to cases receiving general relief in the continental United States, by States, 1939 . . . . .	179
Chart 5.—Old-age assistance: Trend in number of recipients in the United States and in selected States, 1936–39 . . . . .	184
Chart 6.—Aid to dependent children: Trend in number of families aided in the United States and in selected States, 1936–39 . . . . .	185
Chart 7.—Aid to the blind: Trend in number of recipients in the United States and in selected States, 1936–39 . . . . .	186
Chart 8.—General relief: Trend in number of cases in the continental United States and in selected States, 1937–39 . . . . .	194
Chart 9.—Old-age assistance: Range, interquartile range, and median amount of first monthly payment to recipients accepted for assistance during fiscal year 1938–39, by States . . . . .	201
Chart 10.—Aid to dependent children: Range, interquartile range, and median amount of first monthly payment to families accepted for assistance during fiscal year 1938–39, by States . . . . .	201



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**SIGNIFICANT EVENTS IN THE DEVELOPMENT  
OF THE SOCIAL SECURITY PROGRAM, 1934-39**







# Significant Events in the Development of the Social Security Program, 1934-39

## 1934

*June 8:* FEDERAL LEGISLATION to promote economic security recommended in the President's Message to Congress (H. Doc. 397, 73d Cong., 2d sess.).<sup>1</sup>

*June 27:* RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) approved by the President. Act provides for retirement and disability annuities and lump-sum payments to survivors. Employee contributions initially set at 2 percent of wages, carrier contributions to equal twice the amount of employee contributions. Act to be administered by Railroad Retirement Board, which is empowered to substitute annuity system for private railroad pension plans.

*June 29:* COMMITTEE ON ECONOMIC SECURITY created by Executive Order No. 6757 to study problems relating to economic security of individuals and to recommend legislation to promote economic security. Committee consists of Secretary of Labor, chairman, Secretary of the Treasury, Attorney General, Secretary of Agriculture, and Federal Emergency Relief Administrator, assisted by Advisory Council on Economic Security and Technical Board on Economic Security. (See item for Aug. 11, 1939.)

*November 14-15:* NATIONAL CONFERENCE ON ECONOMIC SECURITY, called by the President, held in Washington with representatives of employers, labor, and public.

*Year 1934:* PUBLIC ASSISTANCE payments made to individuals under State<sup>2</sup> laws and financed exclusively from State and local funds amounted to a total of \$80 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,261 million for the same period:

Program	Payments, 1934 (millions)
Total.....	\$1,341
Old-age assistance.....	32
Aid to dependent children.....	41
Aid to the blind.....	7
General relief.....	1,200
Special FERA programs.....	61

Payments were made for December to 206,000 recipients of old-age assistance, 280,000 dependent children in 113,000 families, 33,000 recipients of aid to the blind, 5,367,000 general relief cases, and 447,000 cases under special FERA programs. (See tables 2 and 3, pp. 170 and 172.)

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,618,332 place-

ments during the year, 1,483,638 in private employment and 4,134,694 in public employment.

## 1935

*January 17:* REPORT OF COMMITTEE ON ECONOMIC SECURITY transmitted to Congress by the President with a message (H. Doc. 81, 74th Cong., 1st sess.), urging enactment of legislation to carry out Committee's recommendations for Federal-State public assistance and unemployment compensation programs, for Federal old-age insurance, and for extension of public-health and maternal and child-welfare services and vocational rehabilitation.

*January 17:* ECONOMIC SECURITY BILL introduced in Seventy-fourth Congress as S. 1130, H. R. 4120, and H. R. 4142.

*January 21-February 12:* WAYS AND MEANS COMMITTEE conducts public hearings on economic security bill (H. R. 4120) (*Economic Security Act; Hearings Before the Committee on Ways and Means, House of Representatives.* 1935).

*January 22-February 12:* SENATE FINANCE COMMITTEE conducts public hearings on economic security bill (S. 1130) (*Economic Security Act; Hearings Before the Committee on Finance, United States Senate.* 1935).

*April 4:* SOCIAL SECURITY BILL (H. R. 7260) introduced in House of Representatives with report (H. Rept. 615, 74th Cong., 1st sess.). This bill replaces economic security bill.

*April 19:* SOCIAL SECURITY BILL (H. R. 7260) passed by House of Representatives.

*May 6:* RAILROAD RETIREMENT ACT OF 1934 (Public, No. 485, 73d Cong., 2d sess.) declared unconstitutional by United States Supreme Court (*Railroad Retirement Board et al v. Alton Railroad Company et al*, 295 U. S. 330). With four justices dissenting, the decision read in part: "... the act is invalid because several of its inseparable provisions contravene the due process of law clause of the Fifth Amendment. The act is not in purpose or effect a regulation of interstate commerce within the meaning of the Constitution" (295 U. S. 362).

*May 13:* SOCIAL SECURITY BILL (H. R. 7260) reported out by Senate Finance Committee (S. Rept. 628, 74th Cong., 1st sess.).

*June 19:* SOCIAL SECURITY BILL (H. R. 7260) passed by Senate with amendments.

*August 9:* SOCIAL SECURITY BILL (H. R. 7260) sent to the President after acceptance of final conference report (H. Rept. 1744, 74th Cong., 1st sess.) by House and Senate.

*August 14:* SOCIAL SECURITY ACT (H. R. 7260, Public, No. 271, 74th Cong., 1st sess.) approved by the President.

<sup>1</sup> For list of legislative documents pertaining to social security program, see pp. 263-264.

<sup>2</sup> Throughout this publication the terms "State" as defined in the Social Security Act and "jurisdiction" are used synonymously to include the 48 States, the District of Columbia, Alaska, and Hawaii.



*August 15:* INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities appointed by the President (letter appointment). Committee is composed of Assistant Secretary of the Treasury, chairman, Assistant Secretaries of Interior and Agriculture, and Second Assistant Secretary of Labor. (See item for Oct. 27, 1936.)

*August 23:* MEMBERS OF SOCIAL SECURITY BOARD named by the President: John G. Winant, chairman, Arthur J. Altmeyer, and Vincent M. Miles. Nominations approved by Senate.

*August 29:* RAILROAD RETIREMENT ACT OF 1935 (Public, No. 399, 74th Cong., 1st sess.) approved by the President. Act provides for retirement and disability annuities, for death-benefit annuities, and for survivors annuities based on employee election. Act to be administered by Railroad Retirement Board, which is required to report on desirability of substituting annuity system for private pension plans.

*August 29:* CARRIERS TAXING ACT (Public, No. 400, 74th Cong., 1st sess.) approved by the President, providing, until February 28, 1937, for income tax on railroad employees and on employee representatives and excise tax on carriers. Tax rate for both employees and carriers set at 3½ percent of wages.

*October 16:* SOCIAL SECURITY BOARD receives funds from Department of Labor for preliminary operations.

*Year 1935:* PUBLIC ASSISTANCE payments made to individuals under State laws financed exclusively from State and local funds amounted to a total of \$115 million for the year in the continental United States; payments, largely from Federal funds, under general relief and special programs of the FERA amounted to \$1,548 million for the same period:

Program	Payments, 1935 (millions)
Total	\$1, 663
Old-age assistance	65
Aid to dependent children	42
Aid to the blind	8
General relief	1, 433
Special FERA programs	115

Payments made under Federal work programs amounted to \$929 million and subsistence payments to farmers under the Farm Security Administration program totaled \$2.5 million.

Payments were made for December to 378,000 recipients of old-age assistance, 286,000 dependent children in 117,000 families, 35,000 recipients of aid to the blind, 2,886,000 general relief cases, and 92,000 cases under special FERA programs.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 4,457,523 placements during the year, 1,107,755 in private employment and 3,349,768 in public employment.

1936

*January 1:* FEDERAL TAX of 1 percent of pay rolls under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) first applicable to employers

of 8 or more, with credit offset for contributions paid to unemployment funds in States with laws approved by Social Security Board.

*February:* SUPPLEMENTAL APPROPRIATION ACT, fiscal year 1936 (Public, No. 440, 74th Cong., 2d sess., approved Feb. 11, 1936), provides first appropriation to implement Social Security Act with funds for organization of Social Security Board, administration of Federal program, and grants to States.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation under Social Security Act<sup>3</sup> in:

Old-age assistance in 17 jurisdictions—Alabama, Delaware, Idaho, Iowa, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, New Hampshire, Ohio, Rhode Island, Vermont, Washington, Wisconsin, and Wyoming.

Aid to dependent children in 10 jurisdictions—Alabama, District of Columbia, Idaho, Maine, Maryland, Mississippi, New Hampshire, Washington, Wisconsin, and Wyoming.

Aid to the blind in 9 jurisdictions—Connecticut, Idaho, Maine, Mississippi, New Hampshire, North Carolina, Pennsylvania, Wisconsin, and Wyoming.

*March:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Arkansas, District of Columbia, Minnesota, and Utah.

Aid to dependent children in Utah and Vermont.

Aid to the blind in Nebraska and Utah.

Last month of Federal participation in payments for aid to dependent children and aid to the blind in Mississippi under plans approved December 27, 1935. (See item for November 1938.)

*March 5:* FIRST UNEMPLOYMENT COMPENSATION grant for administration of State law (New Hampshire) certified by Social Security Board.<sup>4</sup>

*April:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in California, Colorado, Connecticut, Indiana, New Jersey, Oklahoma, and Oregon.

Aid to dependent children in Arkansas, Colorado, Massachusetts, Nebraska, New Jersey, and Oklahoma.

Aid to the blind in Arkansas, Colorado, District of Columbia, Indiana, Massachusetts, Vermont, and Washington.

*May:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine, New Mexico, New York, and North Dakota.

Aid to the blind in Maryland and Oregon.

*June:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Louisiana and Montana.

<sup>3</sup> For dates of approval of State plans, dates from which Federal funds became available, and dates of first payments to recipients from Federal funds, see table 1, p. 12.

<sup>4</sup> For dates of passage of State unemployment compensation laws, approval by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.



Aid to dependent children in Arizona, Louisiana, and New Mexico.

Aid to the blind in Arizona and New Mexico.

Last month of Federal participation in payments for aid to the blind in Connecticut under plan approved February 4, 1936 (see item for July 1938) and in North Carolina under plan approved February 1, 1936 (see item for July 1937).

*July:* UNEMPLOYMENT BENEFITS first payable under Wisconsin law.<sup>5</sup>

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Illinois, Pennsylvania, and Texas.

Aid to dependent children in California and Ohio.

Aid to the blind in California, Michigan, New Jersey, and Ohio.

*August:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kentucky.

Aid to dependent children in Delaware and Pennsylvania.

*August 17:* FIRST UNEMPLOYMENT BENEFIT check from public funds to an unemployed worker in the United States paid in Wisconsin.

*September:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Hawaii.

Aid to dependent children in Indiana and Michigan.

*October:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Florida and South Dakota.

*October 27:* INTERDEPARTMENTAL COMMITTEE to Coordinate Health and Welfare Activities formally established by Executive Order No. 7481. Committee is composed of Miss Josephine Roche, formerly Assistant Secretary of the Treasury, chairman, Chairman of Social Security Board, Under Secretary of Agriculture, and Assistant Secretaries of Interior and Labor. (See item for Aug. 15, 1935.)

*November:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in West Virginia.

*November 16:* OLD-AGE INSURANCE—employers' applications for social security identification numbers first distributed.

*November 23:* CONSTITUTIONALITY of New York unemployment insurance law upheld by United States Supreme Court in 4 to 4 decision. (*W. H. H. Chamberlin, Inc. v. Andrews*, 299 U. S. 515; *E. C. Stearns & Co. v. Andrews*, 299 U. S. 515; *Associated Industries of New York State, Inc. v. Department of Labor of New York*, 299 U. S. 515.)

*November 24:* OLD-AGE INSURANCE—employees' applications for social security account numbers first distributed.

*Year 1936:* PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$218 million for the year and general relief payments solely from State and local funds to \$439 million:

<i>Program</i>	<i>Payments, 1936 (millions)</i>
Total-----	\$656
Old-age assistance-----	155
Aid to dependent children-----	49
Aid to the blind-----	13
General relief-----	439

Payments made under Federal work programs amounted to \$2,578 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$20.4 million.

Payments were made for December, in the continental United States, to 1,106,000 recipients of old-age assistance, 401,000 dependent children in 160,000 families, 45,000 recipients of aid to the blind, and 1,510,000 general relief cases.

A total of 42 jurisdictions, including Hawaii, used Federal funds toward old-age assistance payments for some part of the year; 27 similarly used Federal funds for aid to dependent children; and 26 for aid to the blind. Twenty-four jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year, including Alaska and Hawaii, accounted for 87.4 percent of the total amount of old-age assistance payments, 43.6 percent of the total for aid to dependent children, and 46.6 percent of the total for aid to the blind. For December, 99.7 percent of old-age assistance recipients, 69.8 percent of families receiving aid to dependent children, and 64.1 percent of recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 36 jurisdictions covered an estimated total of 17.4 million workers; 24 jurisdictions had received Federal grants for administration of their programs. At the end of the year the unemployment trust fund contained a total of \$65.7 million to the credit of 10 jurisdictions which had deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 17,713 payments amounting to \$131,000.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 5,091,122 placements during the year, 1,509,919 in private employment and 3,581,203 in public employment.

OLD-AGE INSURANCE identification numbers were issued to 2.5 million employers, and 17.2 million account numbers were assigned as a first step in establishing accounts for workers to identify their individual records of wages from employment covered by the program.

RAILROAD RETIREMENT employee annuities paid under the Railroad Retirement Act totaled \$684,000; survivor and death-benefit annuities amounted to \$2,000. As of the

<sup>5</sup> For dates of passage of State unemployment compensation laws, approval by Social Security Board, certification of first Federal grants for administration, and month and year in which benefits first payable, see table 2, p. 13.



end of the year, employee annuities were in force for 1,732 individuals and survivor and death-benefit annuities for 10.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Federal Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service in all jurisdictions; maternal and child-health services in all but 2; services for crippled children in all but 13; child-welfare services in all but 17; vocational rehabilitation in all but 2.

## 1937

*January:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Rhode Island and West Virginia.

Aid to the blind in North Dakota and West Virginia.

*January 1:* OLD-AGE INSURANCE—workers begin to acquire credits toward old-age benefits on basis of their wages from covered employment. Employers and employees are subject to Federal tax of 1 percent of wages paid in employments covered by title VIII of Social Security Act (subsequently Federal Insurance Contributions Act).

FEDERAL UNEMPLOYMENT TAX payable by employers of eight or more increases to 2 percent of pay rolls, with credit offset for contributions to State unemployment funds.

*January 14:* CONSTITUTIONALITY of tax under title IX of Social Security Act (subsequently Federal Unemployment Tax Act) upheld by United States District Court in Alabama.

*February:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Oklahoma.

*February 22:* OLD-AGE INSURANCE—Senate Finance Committee, acting on Concurrent Resolution No. 4, authorizes study to determine whether reserve basis for old-age insurance can be abandoned and recommends establishment of advisory council to study problem and report to Senate Finance Committee and Social Security Board. (See item for May 10, 1937.)

*February 27:* CARRIERS TAXING ACT (Public, No. 400, 75th Cong., 1st sess.) providing for income taxes on railroad employees and employee representatives and for excise tax on carriers (see item for Aug. 29, 1935), extended to June 30, 1938, by Public Res. No. 9, 75th Cong., 1st sess.

*April:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Montana.

Aid to the blind in Alabama.

*May:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in New York.

Aid to the blind in New York.

*May 10:* OLD-AGE INSURANCE—Advisory Council on Social Security announced by Chairman of Senate Finance

Committee and Chairman of Social Security Board. Council is composed of 6 representatives of employees, 6 of employers, and 14 of general public. Council is specifically charged with studying size, character, and disposition of reserves in old-age reserve account and advisability of paying monthly benefits under old-age insurance program earlier than January 1, 1942, increasing monthly benefits for those retiring in early years, extending benefits to persons who become incapacitated prior to age 65, extending benefits to survivors of insured persons, increasing insurance contributions less rapidly, and extending benefits to groups now excluded.

*May 24:* CONSTITUTIONALITY of insurance provisions of Social Security Act upheld by United States Supreme Court (*Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act*, S. Doc. 74, 75th Cong., 1st sess.).

*June:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Hawaii and Oregon.

*June 24:* RAILROAD RETIREMENT ACT OF 1937 (Public, No. 162, 75th Cong., 1st sess.), approved by the President, amends portions of Railroad Retirement Act of 1935, provides retirement annuities payable at age 65 or at age 60 after 30 years of service, annuities for permanent and total disability payable after 30 years of service regardless of age or at age 60 regardless of length of service, lump-sum payments to survivors of insured persons, and survivors benefits based on employee's joint and survivor election. Act specifically provides for transfer of private pensioners to Federal system.

*June 29:* CARRIERS TAXING ACT OF 1937 (Public, No. 174, 75th Cong., 1st sess.) approved by the President, repeals act of August 29, 1935 (Public, No. 400, 74th Cong., 1st sess.) (see items for Aug. 29, 1935, and Feb. 27, 1937) and substitutes revised rates of taxes based on compensation paid to or earned by employees and employee representatives. Tax schedules for employees and carriers begin at 2½ percent of compensation up to \$300 a month and increase one-fourth of 1 percent each year until January 1, 1949.

*June 30:* UNEMPLOYMENT COMPENSATION legislation becomes Nation-wide in scope with passage of unemployment compensation law by Illinois.

*July:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Alaska, Arizona, Georgia, North Carolina, and Tennessee.

Aid to dependent children in Georgia, North Carolina, and Tennessee.

Aid to the blind in Georgia, Louisiana, Minnesota, North Carolina (new plan), and Tennessee.

*August:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Kansas, Nevada, and South Carolina.



Aid to dependent children in Kansas and South Carolina.

Aid to the blind in South Carolina.

Last month of Federal participation in payments for old-age assistance in Maine under plan approved December 31, 1935. (See item for December 1937.)

*August 3:* EMPLOYMENT SERVICE expansion to meet needs of unemployment compensation program furthered by first grant under Social Security Act to a State (West Virginia) for this purpose.

*August 24:* UNEMPLOYMENT COMPENSATION—appropriation authorized (Public, No. 353, 75th Cong., 1st sess.) to pay into unemployment trust funds of 15 jurisdictions amounts representing credit offset to which employers would have been entitled if these jurisdictions had had unemployment compensation laws approved by Social Security Board on December 31, 1936.

*September:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Minnesota.

Aid to the blind in Kansas.

*October:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in North Dakota.

*November:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Hawaii and Iowa.

*November 5-6:* OLD-AGE INSURANCE—Advisory Council on Social Security convenes and appoints interim committee to discuss its activities with Senate Special Committee on Social Security and with Social Security Board.

*December:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Maine (new plan).

Last month for which Federal funds used for aid to the blind in Pennsylvania under plan approved December 31, 1935.

*December 16:* TECHNICAL AMENDMENTS to Social Security Act recommended by the President. Amendments are designed to: pay death claims directly to wife or dependent children and save expense of probating estates; change "wages payable" in unemployment compensation to "wages paid" as in old-age insurance; enable "experience rating" to work by making technical changes; permit earlier payment of unemployment compensation in States that passed their laws late; credit services performed after age 65 and thereby make it possible for many persons already in upper age brackets to qualify upon retirement for monthly old-age annuities instead of receiving small lump-sum payments; extend coverage to seamen, employees of national banks, employees of State banks that are members of the Federal Reserve System, employees of institutions that are members of the Federal Home Loan Bank System, and the like.

*Year 1937:* PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$398 million for the year and

general relief payments solely from State and local funds to \$407 million:

Program	Payments, 1937 (millions)
Total	\$804
Old-age assistance	310
Aid to dependent children	71
Aid to the blind	16
General relief	407

Payments made under Federal work programs amounted to \$2,028 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$35.9 million.

Payments were made for December to 1,577,000 recipients of old-age assistance, 565,000 dependent children in 228,000 families, 56,000 recipients of aid to the blind, and 1,626,000 general relief cases.

A total of 50 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 39 were similarly using funds for aid to dependent children; and 37 for aid to the blind. Thirty-six jurisdictions were participating under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act for all or part of the year accounted for 99.9 percent of the total amount of old-age assistance payments, 85.9 percent of the total for aid to dependent children, and 67.9 percent of the total for aid to the blind. For December, all old-age assistance recipients, 92.6 percent of the families receiving aid to dependent children, and 78.0 percent of the recipients of aid to the blind were in States using Federal funds for payments.

UNEMPLOYMENT COMPENSATION laws of all 51 jurisdictions covered an estimated total of 21 million workers. All jurisdictions received Federal grants for administration of their programs, and 25 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$640.2 million to the credit of all 48 jurisdictions which deposited amounts collected from employers, and in some States from employees also, as contributions for benefit payments. During the year unemployed workers in Wisconsin had received a total of 308,156 payments amounting to \$2.1 million.

PUBLIC EMPLOYMENT SERVICES in 49 jurisdictions cooperating under the Wagner-Peyser Act made 3,640,934 placements during the year, 2,352,665 in private employment and 1,288,269 in public employment.

OLD-AGE INSURANCE lump-sum payments to 27,406 qualified individuals who attained age 65 amounted to a total of \$650,661.49, or an average of \$23.74; 25,831 lump-sum death payments amounted to \$626,854.79, or an average of \$24.27. Identification numbers were issued to 3.1 million employers, and a cumulative total of more than 36.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 32.0 million workers received a total of \$29.3 billion in wages from covered employment in 1937.



RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$40,-001,000; survivor and death-benefit annuities amounted to \$444,000. As of the end of the year, employee annuities and pensions were in force for 85,701 individuals and survivor and death annuities for 931.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 6; child-welfare services in all but 6; and vocational rehabilitation in all but 2.

## 1938

*January:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to dependent children in Missouri.  
Aid to the blind in Florida.

UNEMPLOYMENT BENEFITS first payable in 22 jurisdictions—Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

*January 1:* FEDERAL UNEMPLOYMENT TAX payable by employers of 8 or more increases to 3 percent of pay rolls with credit offset for contributions to State unemployment funds.

*February:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in South Dakota.

*March 2:* PUBLIC ASSISTANCE grants to Oklahoma suspended by Social Security Board on ground that administration of State programs fails to comply with requirements of Social Security Act and Oklahoma law. Action taken after Social Security Board investigated operation of State programs and heard evidence presented by State and Federal officials. (See item for May 27, 1938.)

*April:* UNEMPLOYMENT BENEFITS first payable in Indiana and Mississippi.

*April 1:* RAILROAD UNEMPLOYMENT INSURANCE bill (S. 3772 and H. R. 10127) introduced in Senate and House of Representatives. (See item for June 25, 1938.)

*April 20:* SPECIAL SENATE COMMITTEE to Investigate Unemployment and Relief recommends transfer of United States Employment Service from Department of Labor to Social Security Board "in the interests of efficiency and economy" (S. Rept. 1625, 75th Cong., 3d sess.).

*April 28:* LIBERALIZATION AND EXTENSION of old-age insurance system recommended by the President in letter to Chairman of Social Security Board asking Board to "give consideration to the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1,

1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age."

*April 29:* EXTENSION OF OLD-AGE INSURANCE program urged by Advisory Council on Social Security to cover "services performed by employees of private nonprofit religious, charitable, and educational institutions now excluded. . ."

*April 30:* ADVISORY COUNCIL ON SOCIAL SECURITY issues statement that its members are unanimously of opinion that ". . . no reduction in the current tax rates under title VIII of the Social Security Act should be made at this time."

*May:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Montana.

*May 27:* PUBLIC ASSISTANCE grants to Oklahoma resumed, effective as of April 1, after Oklahoma Welfare Commission had been "actively engaged in the process of correcting and reforming its administration." Finding that administration of State's plans had been brought "into substantial conformity with the requirements . . . of the Social Security Act" and had been operated "in substantial compliance with these requirements since April 1, 1938," Board authorized resumption of certifications, with respect to the State of Oklahoma, to Secretary of the Treasury as of April 1, 1938.

*June 25:* RAILROAD UNEMPLOYMENT INSURANCE ACT (H. R. 10127, Public, No. 722, 75th Cong., 2d sess.) approved by the President, to be administered by Railroad Retirement Board. Effective July 1, 1939, State unemployment compensation agencies are to transfer to Railroad Retirement Board benefit rights and contributions for workers covered by this act.

*June 29:* WAGNER-PEYSER Act amended (Public, No. 782, 75th Cong., 3d sess.) to specify that the annual Federal appropriation thereunder designate the amount to be apportioned among the several States. This act (Public, No. 30, 73d Cong., 1st sess., approved June 6, 1933) provides "for the establishment of a national employment system and for cooperation with the States in the promotion of such system."

*July:* PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Connecticut (new plan).

UNEMPLOYMENT BENEFITS first payable in Iowa, Michigan, and South Carolina.

*July 18-20:* NATIONAL HEALTH PROGRAM proposed to National Health Conference, called at suggestion of the President by Interdepartmental Committee. It recommends methods to cope with problems of insecurity due to ill health in four broad areas. (*A National Health Program: A Summary.* Interdepartmental Committee to Coordinate Health and Welfare Activities.) Subcommittee (Technical Committee on Medical Care) composed of staff members of Children's Bureau, United States Public Health Service, and Social Security Board recommends, in



summary: expansion of Federal cooperation in State programs for public-health and maternal and child-health services under provisions of Social Security Act; expansion of hospital facilities; provisions for public medical care of medically needy; consideration of comprehensive program of general medical care for entire population, supported by general taxation or insurance payments or combination of both methods; Federal action toward development of insurance against wage loss during temporary and permanent disability.

**September:** PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Old-age assistance in Virginia, marking operation of Federal-State old-age assistance program in all 51 jurisdictions.

Aid to dependent children in Florida and Virginia.  
Aid to the blind in Virginia.

UNEMPLOYMENT BENEFITS first payable in Idaho.

**September 29:** PUBLIC ASSISTANCE grants to Ohio for old-age assistance discontinued by Social Security Board on ground that State's administration of program is not in conformity with requirements of Social Security Act. (See item for Nov. 30, 1938.)

**November:** PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Mississippi (new plan).

**November 8:** UNEMPLOYMENT COMPENSATION—Oregon adopts initiative measure narrowly defining term "labor dispute" for purposes of all State statutes, thereby raising serious questions of conformity with title IX of Social Security Act, which specifies that a State may not be certified by Social Security Board for tax-credit purposes if benefits are denied an individual who refuses to accept a position vacant by reason of a labor dispute. (See items for Dec. 19, 1938, and Jan. 28, 1939.)

**November 30:** PUBLIC ASSISTANCE grants to Ohio for old-age assistance resumed, retroactive to November 1, 1938, on evidence that State operation of program had been brought into conformity with requirements of Social Security Act.

**December:** UNEMPLOYMENT BENEFITS first payable in New Mexico and Oklahoma.

**December 10:** OLD-AGE INSURANCE changes recommended by Advisory Council on Social Security in its final report include payment of monthly benefits in 1940, in amounts increased for workers retiring during early years, and provision of supplementary benefits to aged wives and widows and to dependent children of insured workers who die; eventual payment of benefits to insured persons who become permanently and totally disabled and to their dependents; immediate coverage of employees of private nonprofit religious, charitable, and educational institutions; coverage of farm and domestic employees by January 1, 1940, if possible; study of problems involved in coverage of self-employed persons and government employees; financial participation by Federal Government by means of revenues derived from sources other than pay-roll taxes; automatic crediting of tax receipts

under title VIII, with deduction for costs of collection, to an old-age insurance trust fund, with designated trustees, to be used exclusively for payment of benefits under the program and, in limited part, for costs necessary to administration of the program; postponement of consideration of changes in title-VIII tax schedule until after rate of 1½ percent each on employer and employee is in effect (S. Doc. 4, 76th Cong., 1st sess.).

**December 19:** UNEMPLOYMENT COMPENSATION—Social Security Board holds hearing to determine whether or not State of Oregon has so changed its law that it no longer conforms to Federal standard (see items for Nov. 8, 1938, and Jan. 28, 1939).

**Year 1938:** PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$509 million for the year and general relief payments solely from State and local funds to \$476 million:

Program	Payments, 1938 (millions)
Total-----	\$984
Old-age assistance-----	392
Aid to dependent children-----	97
Aid to the blind-----	19
General relief-----	476

Payments made under Federal work programs amounted to \$2,479 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$22.6 million.

Payments were made for December to 1,776,000 recipients of old-age assistance, 684,000 dependent children in 280,000 families, 67,000 recipients of aid to the blind, and 1,631,000 general relief cases.

A total of 51 jurisdictions used Federal funds for old-age assistance payments for all or some part of the year; 42 similarly used Federal funds for aid to dependent children; and 42 for aid to the blind. Thirty-eight jurisdictions participated under the Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for 99.3 percent of all old-age assistance payments, 95.5 percent of the total amount for aid to dependent children, and 57.2 percent of the total for aid to the blind. For December, all old-age assistance recipients, 94.9 percent of the families receiving aid to dependent children, and 64.4 percent of the recipients of aid to the blind were in States using Federal funds toward payments.

UNEMPLOYMENT COMPENSATION laws of 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal grants for administration of their programs, and 49 received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of nearly \$1.1 billion to the credit of all jurisdictions. During the year approximately 3.8 million unemployed workers in 31 jurisdictions received a net total of nearly \$394 million in benefits.



PUBLIC EMPLOYMENT SERVICES in 51 jurisdictions operating under the Wagner-Peyser Act made 2,701,178 placements during the year, 1,885,409 in private employment and 815,769 in public employment.

OLD-AGE INSURANCE lump-sum payments to 91,819 qualified individuals who attained age 65 amounted to a total of \$4,705,634.46, or an average of \$51.25; 121,850 lump-sum death payments amounted to \$5,772,125.24, or an average of \$47.37. A cumulative net total of 42.6 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 31.2 million workers received a total of \$26.2 billion in wages from covered employment in 1938.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$96,749,000; survivor and death-benefit annuities amounted to \$1,401,000; lump-sum death payments totaled \$290,000. As of the end of the year, employee annuities and pensions were in force for 121,555 individuals and survivor and death-benefit annuities for 2,075.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service and maternal and child-health services in all jurisdictions; services for crippled children in all but 1; child-welfare services in all but 1; and vocational rehabilitation in all but 2.

## 1939

*January:* UNEMPLOYMENT BENEFITS first payable in 18 additional jurisdictions—Alaska, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, and Wyoming.

*January 14:* AMENDMENTS to Social Security Act recommended in report of Special Senate Committee to Investigate Unemployment and Relief (S. Rept. 2, Pts. 1, 2, and 3, 76th Cong., 1st sess.) include payment of old-age insurance benefits in 1940; merit-system basis for selection of State personnel as requisite for Federal grants to States for public assistance and for unemployment compensation administration; reorganization and unification of all agencies dealing with unemployment compensation and employment services at State and Federal levels; requirement that Federal grants to States for unemployment compensation administration be made conditional upon minimum State benefits to be specified in Federal act; increase in proportion of Federal grants for public assistance to States in which average per capita income is less than average for United States and minimum payments to recipients of public assistance amounting to \$15 a month for aged and blind and \$20 for family with dependent children.

*January 16:* AMENDMENTS to Social Security Act, proposed by Social Security Board, transmitted to Congress by the President with his message on social security (*Proposed Changes in the Social Security Act. A Report of the Social Security Board to the President and to the Congress of the United States.* January 1939). Board's report recommends payment of old-age insurance benefits in 1940; increased benefits for workers who retire in early years of system through use of average-wage formula for computation of benefits; inclusion of employment after age 65; supplementary benefits for aged wives of insured workers; benefits for widows and orphans of insured workers; extension of coverage to agricultural and domestic workers "with a reasonable time allowed before the effective date"; extension of coverage to maritime employment, to employees of nonprofit organizations, to employees of certain instrumentalities of the United States and of State instrumentalities not wholly owned by the State, and to persons such as insurance, real estate, and traveling salesmen who for all practical purposes are employees but whose legal status may not be that of employees; financial participation in old-age insurance program by Federal Government through taxes other than pay-roll taxes; extension of unemployment compensation coverage to substantially same groups recommended for coverage under old-age insurance and to workers in firms employing 1 or more; unemployment compensation act for seamen; merit systems for State unemployment compensation and public assistance personnel; unification of Federal activities relating to unemployment compensation and employment service; Federal grants to reimburse States for 50 percent of costs of administering old-age assistance and aid to the blind; 50-percent matching basis for grants to States for aid to dependent children; variable Federal grants to States for public assistance; and establishment of National Health Program.

*January 23:* HEALTH SECURITY message of the President transmits to Congress report and recommendations of Interdepartmental Committee to Coordinate Health and Welfare Activities (H. Doc. 120, 76th Cong., 1st sess.). Committee's report recommends use of Federal grants to expand and strengthen general State services for public health and for maternal and child health, to develop hospital facilities where they are inadequate or lacking, and to develop State programs of medical care; and development of social insurance to effect partial replacement of wage loss during temporary or permanent disability.

*January 28:* UNEMPLOYMENT COMPENSATION—Social Security Board authorizes certification of Oregon to Secretary of the Treasury for unemployment tax-credit purposes after considering testimony presented at hearings held December 19, 1938, and studying amendment passed by special session of State legislature. This amendment specifies that labor-standards provisions of State unemployment compensation law shall be accorded same meaning as corresponding provisions of title IX of Social Security Act. (See items for Nov. 8 and Dec. 19, 1938.)



*February 1-April 7: SOCIAL SECURITY ACT AMENDMENTS*—public hearings conducted by Committee on Ways and Means of House of Representatives (*Social Security; Hearings Relative to the Social Security Amendments of 1939 Before the Committee on Ways and Means, House of Representatives, 1939, 76th Cong., 1st sess.*).

*February 10: TAX TITLES (VIII and IX except sec. 904)* of Social Security Act repealed and reenacted as ch. 9, subchs. A and C (subsequently designated as Federal Insurance Contributions Act and Federal Unemployment Tax Act) of Internal Revenue Code (Public, No. 1, 76th Cong., 1st sess.).

*April 4: UNEMPLOYMENT COMPENSATION AMENDMENT* to section 301 of Social Security Act, to authorize annual appropriation of \$80 million for grants to States for unemployment compensation administration, provided in bill (H. R. 5482, 76th Cong., 1st sess.) introduced in House of Representatives.

*April 19: UNEMPLOYMENT COMPENSATION AMENDMENT* to section 301 of Social Security Act (H. R. 5482, 76th Cong., 1st sess.) authorizing annual appropriation of \$80 million for grants to States for unemployment compensation administration, approved by the President (Public, No. 36, 76th Cong., 1st sess.).

*April 25: PRESIDENT'S REORGANIZATION PLAN No. 1* transmitted to Congress (H. Doc. 262, 76th Cong., 1st sess.). Part 2 of this plan transfers United States Employment Service and its functions from Department of Labor, consolidates employment service and its functions with unemployment compensation functions of Social Security Board, and integrates Social Security Board, Civilian Conservation Corps, Public Health Service, Office of Education, and National Youth Administration in Federal Security Agency.

*April 27: NATIONAL HEALTH BILL* (S. 1620, 76th Cong., 1st sess.) introduced February 29, 1939, is subject of public hearings held by subcommittee of Senate Committee on Education and Labor (*To Establish a National Health Program; Hearings Before a Subcommittee of the Committee on Education and Labor, United States Senate, 76th Cong., 1st sess.*).

*June 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939* (H. R. 6635, 76th Cong., 1st sess.) passed by House of Representatives with minor amendments. Bill was reported out of Committee on Ways and Means on June 2 (H. Rept. 728, 76th Cong., 1st sess.).

*June 12-27: SOCIAL SECURITY ACT AMENDMENTS OF 1939* (H. R. 6635)—public hearings conducted by Senate Committee on Finance (*Social Security Act Amendments; Hearings Before the Committee on Finance, United States Senate, on H. R. 6635, 76th Cong., 1st sess.*).

*July: UNEMPLOYMENT COMPENSATION laws* in full operation throughout United States, Alaska, and Hawaii, with benefits first payable in Illinois and Montana.

PUBLIC ASSISTANCE payments to recipients first made with Federal participation in:

Aid to the blind in Rhode Island.

*July 1: FEDERAL SECURITY AGENCY* established in accordance with the President's Reorganization Plan No. 1

(effective under Public Res. 20, 76th Cong., 1st sess., approved June 7, 1939), integrating Social Security Board (to which is transferred United States Employment Service from Department of Labor), Public Health Service, Civilian Conservation Corps, National Youth Administration, and Office of Education in one administrative unit.

*July 1: UNEMPLOYMENT BENEFITS* first payable under Railroad Unemployment Insurance Act (Public, No. 722, 75th Cong., approved June 25, 1938). Unemployment benefit rights of railroad workers transferred from State agencies to Railroad Retirement Board.

*July 12: APPOINTMENT* of Paul V. McNutt as Federal Security Administrator confirmed by Senate.

*July 13: SOCIAL SECURITY ACT AMENDMENTS OF 1939* (H. R. 6635, 76th Cong., 1st sess.) approved by Senate with amendments. Bill was reported out by Finance Committee on July 7 (S. Rept. 734, 76th Cong., 1st sess.).

*July 27: UNEMPLOYMENT BENEFITS* suspended in South Dakota as State employment service offices close because of failure of State legislature to appropriate necessary amount of State funds for their operation. (See item for Sept. 27, 1939.)

*August 5: SOCIAL SECURITY ACT AMENDMENTS OF 1939* (H. R. 6635) accepted by Senate after amendments in disagreement had been reconciled in conference and accepted by House of Representatives on August 4 (H. Rept. 1461, 76th Cong., 1st sess.).

*August 10: SOCIAL SECURITY ACT AMENDMENTS OF 1939* (H. R. 6635, Public, No. 379, 76th Cong., 1st sess.) approved by the President. Major changes include:

OLD-AGE INSURANCE—program broadened to include survivors insurance and payment of monthly benefits advanced to 1940. Monthly benefits provided for aged wives and young children of beneficiaries under program, and to widows, children, and, in certain instances, parents of deceased insured workers. Benefit formula based on average wages as defined, increasing benefits to workers who retire in early years of system. Beginning with 1939, wages received from covered employment after age 65 taxable and counted toward benefits. Lump-sum payments to workers at age 65 discontinued effective August 10, 1939. Coverage extended to certain maritime employment and employment by certain government instrumentalities; exclusion broadened for certain other types of employment, notably those related to agriculture. Old-age and survivors insurance trust fund established, as of January 1, 1940, with board of trustees, comprising Secretary of the Treasury, managing trustee, Secretary of Labor, and Chairman of Social Security Board. Assets of old-age reserve account transferred as of January 1, 1940, to trust fund, to which are appropriated, beginning with fiscal year 1940-41, amounts equivalent to receipts under Federal Insurance Contributions Act. Contribution rate for employers and employees maintained at 1 percent each until 1943, when rate becomes 2 percent.



Table 1.—States with public assistance plans approved by the Social Security Board as of Dec. 31, 1939, with date of approval, date from which Federal funds available, and month Federal funds first used for assistance payments to recipients

State	Old-age assistance				Aid to dependent children				Aid to the blind	
	Approved	Federal funds available from —	Federal funds first used for assistance payments for —	Approved	Federal funds available from —	Federal funds first used for assistance payments for —	Approved	Federal funds available from —	Federal funds first used for assistance payments for —	Federal funds first used for assistance payments for —
Total approved as of Dec. 31, 1939..	51			42			42			
Alabama.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Mar. 30, 1937	Apr. 1, 1937	April 1937.	
Alaska.....	June 29, 1937	July 1, 1937	February 1937	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	June 1936.	
Arizona.....	June 1, 1936	June 1, 1936	March 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936.	
Arkansas.....	Mar. 3, 1936	Mar. 3, 1936	March 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936.	
California.....	May 6, 1936	Apr. 1, 1936	April 1936	May 4, 1936	Apr. 1, 1936	April 1936	May 4, 1936	Apr. 1, 1936	April 1936.	
Colorado.....	May 4, 1936	do	do	May 4, 1936	Apr. 1, 1936	April 1936	May 4, 1936	Apr. 1, 1936	April 1936.	
Connecticut.....	Dec. 4, 1936	Apr. 15, 1936	February 1936	July 29, 1936	Aug. 1, 1936	August 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Delaware.....	Dec. 31, 1935	Feb. 1, 1936	March 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
District of Columbia.....	Oct. 13, 1935	Oct. 13, 1935	March 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 17, 1937	Dec. 1, 1937	January 1938.	
Florida.....	June 29, 1937	July 1, 1937	February 1937	June 29, 1937	July 1, 1937	July 1937	June 29, 1937	July 1, 1937	July 1937.	
Georgia.....	June 1, 1936	Sept. 1, 1936	September 1936	Aug. 24, 1937	June 1, 1937	February 1937	June 24, 1937	do	November 1937.	
Idaho.....	Dec. 31, 1935	July 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Illinois.....	July 6, 1936	July 1, 1936	February 1936	Dec. 31, 1935	Apr. 1, 1936	September 1936	Apr. 1, 1936	Apr. 1, 1936	April 1936.	
Indiana.....	Apr. 7, 1936	Apr. 1, 1936	February 1936	Apr. 7, 1936	Apr. 1, 1936	September 1936	Apr. 7, 1936	Apr. 1, 1936	April 1936.	
Iowa.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	July 29, 1937	Aug. 1, 1937	August 1937	Apr. 30, 1937	Nov. 1, 1937	November 1937.	
Kansas.....	Aug. 7, 1936	June 1, 1936	August 1936	July 29, 1937	Aug. 1, 1937	August 1937	July 29, 1937	Aug. 1, 1937	September 1937.	
Kentucky.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.	
Louisiana.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Maine.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 7, 1936	June 1, 1936	February 1936	Nov. 2, 1936	Jan. 1, 1937	February 1937.	
Massachusetts.....	Mar. 31, 1936	do	do	Mar. 31, 1936	Apr. 1, 1936	April 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936.	
Michigan.....	Dec. 29, 1935	Mar. 1, 1936	March 1936	Dec. 29, 1935	Mar. 1, 1936	March 1936	Dec. 29, 1935	Mar. 1, 1936	March 1936.	
Minnesota.....	Mar. 27, 1936	Feb. 1, 1936	February 1936	Sept. 26, 1936	Apr. 1, 1936	April 1936	May 26, 1936	May 1, 1936	May 1936.	
Mississippi.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Aug. 24, 1937	Sept. 1, 1937	September 1937	Aug. 24, 1937	Sept. 1, 1937	September 1937.	
Missouri.....	June 16, 1936	June 1, 1936	February 1936	Oct. 5, 1937	Apr. 1, 1937	January 1938	Dec. 27, 1937	Feb. 1, 1938	February 1938.	
Montana.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Nebraska.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Nevada.....	July 9, 1937	Aug. 1, 1937	February 1937	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
New Hampshire.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
New Jersey.....	May 4, 1936	Apr. 1, 1936	March 1936	Mar. 24, 1936	Apr. 1, 1936	April 1936	Mar. 24, 1936	Apr. 1, 1936	April 1936.	
New Mexico.....	May 4, 1936	Apr. 1, 1936	March 1936	Mar. 24, 1936	Apr. 1, 1936	April 1936	Mar. 24, 1936	Apr. 1, 1936	April 1936.	
New York.....	June 19, 1936	May 25, 1936	May 1936	June 1, 1937	May 1, 1937	May 1937	June 5, 1937	May 1, 1937	May 1937.	
North Carolina.....	June 22, 1937	July 1, 1937	July 1937	June 22, 1937	July 1, 1937	July 1937	June 5, 1937	May 1, 1937	May 1937.	
North Dakota.....	June 22, 1937	July 1, 1937	July 1937	May 4, 1937	June 1, 1937	October 1937	Oct. 23, 1936	Nov. 20, 1936	January 1937.	
Ohio.....	Mar. 31, 1936	Feb. 1, 1936	February 1936	Sept. 23, 1936	July 1, 1937	July 1937	Sept. 23, 1936	Oct. 1, 1936	January 1937.	
Oklahoma.....	do	do	do	Mar. 31, 1936	Apr. 1, 1936	April 1936	Mar. 31, 1936	Apr. 1, 1936	April 1936.	
Oregon.....	Mar. 1, 1936	Apr. 1, 1936	April 1936	Mar. 1, 1936	Apr. 1, 1936	April 1936	Mar. 1, 1936	Apr. 1, 1936	April 1936.	
Pennsylvania.....	Sept. 1, 1936	July 1, 1936	February 1936	Sept. 1, 1936	July 1, 1936	February 1936	Sept. 1, 1936	July 1, 1936	February 1936.	
Rhode Island.....	Jan. 24, 1936	Feb. 1, 1936	February 1936	Jan. 24, 1936	Feb. 1, 1936	February 1936	Jan. 24, 1936	Feb. 1, 1936	February 1936.	
South Carolina.....	Aug. 3, 1937	Aug. 1, 1937	August 1937	Aug. 3, 1937	Aug. 1, 1937	August 1937	Aug. 3, 1937	Aug. 1, 1937	August 1937.	
South Dakota.....	Oct. 5, 1936	Oct. 1, 1936	October 1936	Oct. 5, 1936	Oct. 1, 1936	October 1936	Oct. 5, 1936	Oct. 1, 1936	October 1936.	
Tennessee.....	June 29, 1937	July 1, 1937	July 1937	June 29, 1937	July 1, 1937	July 1937	June 29, 1937	July 1, 1937	July 1937.	
Texas.....	Apr. 21, 1936	July 1, 1936	July 1936	Apr. 21, 1936	July 1, 1936	July 1936	Apr. 21, 1936	July 1, 1936	July 1936.	
Utah.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Vermont.....	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936	Dec. 31, 1935	Feb. 1, 1936	February 1936.	
Virginia.....	Sept. 2, 1936	Sept. 1, 1936	September 1936	Sept. 2, 1936	Sept. 1, 1936	September 1936	Sept. 2, 1936	Sept. 1, 1936	September 1936.	
Washington.....	Jan. 24, 1936	Feb. 1, 1936	February 1936	Jan. 24, 1936	Feb. 1, 1936	February 1936	Jan. 24, 1936	Feb. 1, 1936	February 1936.	
West Virginia.....	Sept. 23, 1936	Oct. 1, 1936	October 1936	Sept. 23, 1936	Oct. 1, 1936	October 1936	Sept. 23, 1936	Oct. 1, 1936	October 1936.	
Wisconsin.....	Dec. 23, 1935	Feb. 1, 1936	February 1936	Dec. 23, 1935	Feb. 1, 1936	February 1936	Dec. 23, 1935	Feb. 1, 1936	February 1936.	
Wyoming.....	Dec. 31, 1935	do	do	Dec. 31, 1935	do	do	Dec. 31, 1935	do	do.	

<sup>1</sup> Unless otherwise indicated, no lapse in availability of Federal funds.  
<sup>2</sup> Federal funds available and used for assistance payments for February through June 1936. No request for State for Federal funds after July 1, 1936, and plan withdrawn for Federal funds. New plan approved Nov. 1, 1936, and plan withdrawn for Federal funds available from July 1, 1938, and first used for assistance payments for June 1938.  
<sup>3</sup> No Federal funds requested for June 1938.

<sup>4</sup> Plan expired Aug. 31, 1937; revised plan approved Dec. 7, 1937; Federal funds available from Dec. 1, 1937, and first used for assistance payments under new plan for December 1937.  
<sup>5</sup> Plan approved Dec. 27, 1935; expired Mar. 31, 1936. Federal funds available from Feb. 1 to Mar. 31, 1936, and used for assistance payments for February and March 1936.  
<sup>6</sup> Plan expired Mar. 31, 1936; new plan approved Oct. 1, 1936; Federal funds available from Nov. 1, 1936, and first used for assistance payments for November 1936.

<sup>7</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>8</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>9</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>10</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>11</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>12</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>13</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>14</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>15</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>16</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>17</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>18</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>19</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>20</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>21</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>22</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>23</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>24</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>25</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>26</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>27</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>28</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>29</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>30</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>31</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>32</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>33</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>34</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>35</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>36</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>37</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>38</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>39</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.

<sup>40</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>41</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.  
<sup>42</sup> Plan approved June 30, 1936; new plan approved June 29, 1937; Federal funds available from July 1, 1937, and first used for assistance payments for July 1937.



UNEMPLOYMENT COMPENSATION—effective January 1, 1939, Federal unemployment tax on “wages paid” rather than “wages payable”; beginning with 1940, this tax applicable only to first \$3,000 in wages from an employer; definition of covered employment, except for maritime employment, conformed in general to that for old-age and survivors insurance; effective January 1, 1940, State personnel merit system prerequisite for Social Security Board’s approval of State unemployment compensation law.

PUBLIC ASSISTANCE—Federal participation authorized in aid to dependent children from age 16 to 18 when child attends school regularly. Effective Jan-

uary 1, 1940, Federal participation in payments for aid to dependent children increased to one-half amounts expended under State plan within limits specified in act; Federal reimbursement authorized for one-half State expenditures for administration of aid to the blind; maximum for individual payments in which Federal matching funds may be used increased to \$40 a month for aid to the blind and old-age assistance; State personnel merit systems prerequisite for Social Security Board’s approval of State public-assistance plans.

HEALTH AND WELFARE programs under the act—amended by increase in annual authorization of

**Table 2.—Dates of passage of State unemployment compensation laws, of approval of laws by the Social Security Board, of first Federal grants, and month and year in which benefits first payable**

State	Date law passed	Date law approved under title IX <sup>1</sup>	Date first grant certified under title III <sup>2</sup>	Month and year in which benefits first payable
Alabama.....	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936	January 1938.
Alaska.....	Apr. 2, 1937	May 4, 1937	June 15, 1937	January 1939.
Arizona.....	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937	January 1938.
Arkansas.....	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937	January 1939.
California.....	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936	January 1938.
Colorado.....	Nov. 20, 1936	Nov. 27, 1936	Dec. 2, 1936	January 1939.
Connecticut.....	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936	January 1938.
Delaware.....	Apr. 30, 1937	June 5, 1937	June 29, 1937	January 1939.
District of Columbia.....	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936	January 1938.
Florida.....	June 9, 1937	June 24, 1937	July 29, 1937	January 1939.
Georgia.....	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937	Do.
Illinois.....	May 18, 1937	June 10, 1937	Aug. 6, 1937	Do.
Idaho.....	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936	September 1938.
Indiana.....	June 30, 1937	July 16, 1937	Aug. 13, 1937	July 1939.
Iowa.....	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936	April 1938.
Kansas.....	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937	July 1938.
Kentucky.....	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937	January 1939.
Louisiana.....	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937	Do.
Maine.....	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936	January 1938.
Maryland.....	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936	Do.
Maryland.....	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937	Do.
Massachusetts.....	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936	Do.
Michigan.....	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937	July 1938.
Minnesota.....	do	do	Jan. 5, 1937	January 1938.
Mississippi.....	Mar. 23, 1936	May 20, 1936	June 16, 1936	April 1938.
Missouri.....	June 17, 1937	July 13, 1937	Aug. 6, 1937	January 1939.
Montana.....	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937	July 1939.
Nebraska.....	Apr. 30, 1937	May 18, 1937	May 26, 1937	January 1939.
Nevada.....	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937	Do.
New Hampshire.....	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936	January 1938.
New Jersey.....	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937	January 1939.
New Mexico.....	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936	December 1938.
New York.....	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936	January 1938.
North Carolina.....	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936	Do.
North Dakota.....	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937	January 1939.
Ohio.....	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937	Do.
Oklahoma.....	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936	December 1938.
Oregon.....	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936	January 1938.
Pennsylvania.....	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936	Do.
Rhode Island.....	May 5, 1936	June 8, 1936	June 16, 1936	Do.
South Carolina.....	June 6, 1936	July 22, 1936	Aug. 18, 1936	July 1938.
South Dakota.....	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937	January 1939.
Tennessee.....	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937	January 1938.
Texas.....	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936	Do.
Utah.....	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936	Do.
Vermont.....	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936	Do.
Virginia.....	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937	Do.
Washington.....	Mar. 16, 1937	Apr. 13, 1937	May 11, 1937	Do.
West Virginia.....	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937	January 1939.
Wisconsin.....	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936	July 1936.
Wyoming.....	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937	January 1939.

<sup>1</sup> On Feb. 10, 1939, provisions relative to approval of State unemployment compensation laws by the Social Security Board were incorporated in the Internal Revenue Code, ch. 9, subch. C, subsequently designated Federal Unemployment Tax Act.

<sup>2</sup> Date on which certification of Federal grants for administration of State unemployment compensation law was authorized by the Social Security Board; in some instances a few days elapsed before formal certification to the Secretary of the Treasury.

<sup>3</sup> An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

<sup>4</sup> An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Doughton bill had not been fulfilled.



Federal funds for grants to States and, effective January 1, 1940, by inclusion of Puerto Rico, and by requirement that State programs for maternal and child health and for crippled children include personnel merit system as condition of Federal grants.

*August 11:* COMMITTEE ON ECONOMIC SECURITY asked by the President to continue "active study of various proposals which may be made for amendments or developments to the Social Security Act." The President adds Chairman of Social Security Board to committee membership, which includes Secretary of Labor, chairman, Secretaries of Treasury, Agriculture, and Commerce, and Attorney General. (See item for June 29, 1934.)

*August 11:* SOCIAL SECURITY ACT and Internal Revenue Code amended by Public, No. 400, 76th Cong., 1st sess., to except from Federal insurance benefits and from Federal Unemployment Tax Act and Federal Insurance Contributions Act, services rendered prior to January 1, 1940, in employ of owner or tenant of land, in salvaging timber or clearing brush and debris left by hurricane.

*September 27:* UNEMPLOYMENT BENEFIT payments resumed in South Dakota with reopening of public employment offices. (See item for July 27, 1939.)

*Year 1939:* PUBLIC ASSISTANCE payments to recipients in the continental United States from Federal, State, and local funds amounted to \$566 million for the year and general relief payments solely from State and local funds to \$482 million:

Program	Payments, 1939 (millions)
Total-----	\$1,048
Old-age assistance-----	431
Aid to dependent children-----	115
Aid to the blind-----	20
General relief-----	482

Payments made under Federal work programs amounted to \$2,428 million, and subsistence payments to farmers under the Farm Security Administration program totaled \$19 million.

Payments were made for December to 1,909,000 recipients of old-age assistance, 757,000 dependent children in 315,000 families, 70,000 recipients of aid to the blind, and 1,567,000 general relief cases.

All 51 jurisdictions used Federal funds toward old-age assistance payments for the entire year; 42 used Federal funds for all or part of the year for aid to dependent children and 43 for aid to the blind. Thirty-nine jurisdictions participated under Social Security Act in all three public assistance programs.

Payments to recipients in States participating under the act accounted for all old-age assistance payments, 96.4

percent of the total amount for aid to dependent children and 60.8 percent of the total for aid to the blind. For December, all old-age assistance recipients, 95.4 percent of the families receiving aid to dependent children, and 65.6 percent of the recipients of aid to the blind were in States using Federal funds for payments.

EMPLOYMENT SECURITY—unemployment compensation laws of all 51 jurisdictions covered an estimated total of 28 million workers. All jurisdictions received Federal funds for administration of their unemployment compensation laws, and all received Federal funds under the Social Security Act for expansion and administration of their employment services. At the end of the year the unemployment trust fund contained a total of \$1.5 billion to the credit of all jurisdictions. During the year approximately 5 million unemployed workers received a total of \$429.8 million in benefits. During the year nearly 3.5 million placements were made by public employment services of all 51 jurisdictions, 2.7 million in private employment and 800,000 in public employment.

RAILROAD UNEMPLOYMENT insurance payments under the Railroad Unemployment Insurance Act numbered 385,450 and totaled \$5.8 million.

OLD-AGE INSURANCE lump-sum payments to 59,343 qualified individuals who attained age 65 amounted to a total of \$4,573,956.23, or an average of \$77.08 for the period from January 1 to August 10 when these payments were discontinued by amendments; 115,481 lump-sum death payments amounted to \$9,321,097.74 for the year, or an average of \$80.72. A cumulative net total of 47.7 million accounts had been established for workers to identify their individual records of wages for employment covered by the program. Wage reports to the Social Security Board indicate that approximately 33.6 million workers received a total of \$29.2 billion in wages from covered employment in 1939.

RAILROAD RETIREMENT employee annuities and pensions paid under the Railroad Retirement Act totaled \$107,-282,000; survivor and death-benefit annuities amounted to \$1,450,000; lump-sum death payments totaled \$1,926,000. As of the end of the year, employee annuities and pensions were in force for 136,053 individuals and survivor and death-benefit annuities for 2,755.

HEALTH AND WELFARE programs for which Federal grants under the Social Security Act are made by the United States Public Health Service, the Children's Bureau, and the Office of Education were in operation with Federal participation during all or part of the year as follows: public-health service, maternal and child-health services, and services for crippled children in all jurisdictions child-welfare services in all but one; and vocational rehabilitation in all but one.



• II •

## **SOCIAL AND ECONOMIC FACTORS**







# Economic Insecurity in Relation to Family Composition<sup>1</sup>

IT IS GENERALLY REALIZED that a large proportion of our population lives close to the level of subsistence, but a general consciousness of this fact is not necessarily a sound guide to the adoption of the governmental measures which will ensure greater economic security. The Social Security Board therefore welcomed the opportunity, in 1938, to make a study of family composition and its relation to economic security on the basis of information obtained in the National Health Survey.

**Table 1.—Urban single-family households by size of family, and percent with specified annual per capita income<sup>1</sup>**

[Preliminary data, subject to revision]

Size of family	Number of families	Percent with per capita income of—			
		Less than \$200 <sup>1</sup>	\$200 or more	\$300 or more	\$500 or more
All families <sup>2</sup> .....	519,577	30.0	70.0	57.8	35.6
1 person.....	55,963	21.8	78.2	74.3	62.9
2 persons.....	154,384	21.0	79.0	71.5	55.3
3 persons.....	118,616	23.5	76.5	65.7	35.2
4 persons.....	89,166	30.8	69.2	52.3	19.4
5 persons.....	43,504	42.6	57.4	33.6	9.0
6 persons.....	25,313	56.0	44.0	22.0	4.8
7 persons.....	13,346	68.7	31.3	11.9	2.6
8 persons.....	7,687	77.7	22.3	6.9	1.9
9 persons.....	3,523	83.6	16.4	6.4	1.2
10 persons.....	1,852	87.9	12.1	4.4	1.2
11 persons.....	861	90.8	9.2	3.5	1.7
12 persons.....	392	88.0	12.0	4.6	2.0

<sup>1</sup> All relief families were assigned to the "less than \$200" group.

<sup>2</sup> Excludes families with 13 or more persons.

This survey was a project of the Works Progress Administration and was made under the supervision of the United States Public Health Service.<sup>2</sup> Through a house-to-house canvass in the winter of 1935-36, information was obtained on the

family's sickness and disability experience and medical services received and on the composition of the family, characteristics of the members, and their economic status. The study included some 740,000 households, so selected as to comprise a representative sample of the urban population of the United States and a substantial sample of the rural population.<sup>3</sup> In presenting the general picture of the extent of economic insecurity and the segments of the population in which this insecurity is most acute, this discussion will be limited, for simplicity, to urban single-family<sup>4</sup> households, which numbered more than half a million and constituted 76 percent of the households and 72 percent of the population of the urban sample for whom income information was obtained.

For the 12-month period preceding the date of the canvass, almost half of these urban families were reported as having received relief or incomes of less than \$1,000.<sup>5</sup> Only 15 percent reported annual incomes of \$2,000 or more. Of persons in households of two or more members, considerably more than one-third were members of families which had per capita incomes of less than \$200 a year; more than half were in families with per

<sup>1</sup> Analysis of income distribution is limited to urban families because the rural sample was restricted in volume and geographic distribution and information regarding income was incomplete. However, available information, especially that from the Study of Consumer Purchases reflected in *Consumer Incomes in the United States* (National Resources Committee, Washington, 1938), shows that, by and large, rural families are more needy than urban families, and the proportion of children in these families is considerably larger. (See Sanders, Barkev S., and Carlton, Doris, "Children in Urban and Rural Families," *Social Security Bulletin*, Vol. 2, No. 10 (October 1939), pp. 36-46.)

<sup>2</sup> A family is defined as (a) one or both spouses and their unmarried children, if any, including adopted or foster children, living together as a family unit; or (b) unmarried sisters and/or brothers and sisters, living together as a family unit; or (c) persons living in extra-familial groups, or by themselves, who are considered as separate one-person families.

<sup>3</sup> "Income is defined to include salaries, wages, business profits including those from boarding and lodging houses which supplied the main income of the family, income from boarders and lodgers in private families, and income from investments; it thus represents an approximate net yearly income of the family. Families were not asked to report the exact amount of income but to locate themselves in the appropriate interval. . . .

<sup>4</sup> Families were identified as having received relief, if at any time during the year covered by the report one or more members had had assistance such as work relief (but not PWA or CCC wages), direct relief, mothers' pension, pension for the blind or a grant for any similar purpose from public funds administered by a Federal, State, or local government. Families which reported the receipt of relief were not asked to specify the amount of income received during the year." National Health Survey: 1935-36, *The Relief and Income Status of the Urban Population of the United States, 1935*. Population Series, Bulletin C, U. S. Public Health Service, 1938, p. 2.

<sup>1</sup> Based on findings from a study of family composition which utilizes data from schedules of the National Health Survey and is conducted as Work Projects Administration Project Nos. 365-31-3-5, 765-31-3-3, and 65-2-31-44 under the supervision of the Social Security Board, Bureau of Research and Statistics, Division of Health and Disability Studies. Data are preliminary and subject to revision.

<sup>2</sup> For a discussion of the scope and method of the National Health Survey, see Perrott, George St. J.; Tibbitts, Clark; and Britten, Rollo, H., "The National Health Survey: Scope and Method of the Nation-wide Canvass of Sickness in Relation to its Social and Economic Setting," *Public Health Reports*, Vol. 54, No. 37 (Sept. 15, 1939), pp. 1663-1687 (Reprint 2098, U. S. Public Health Service); and Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13. See also bibliographic notes on family composition and economic status, pp. 241-242.



capita incomes of less than \$300; and three-fourths in families with per capita incomes of less than \$500.

Significant as these facts are, they indicate merely a widespread insufficiency of income in the population at large. From the standpoint of a national program, the information with respect to the needs of special segments of the population is of even greater significance. The study has revealed that economic insecurity is far more acute among certain groups of families than others.

### Income and Family Size

Analysis of the income distribution of families shows that, in general, the larger the family the lower the per capita income. Though the average family income is higher in some groups of larger families, this increase, which is limited to families with not more than four members, is by no means proportionate to the family size. For example, while 78 percent of the one-person families and 79 percent of the families with two members have per capita incomes of \$200 a year or more, the corresponding proportion for families of four is 69 percent; for families of six, 44 percent; and for larger families, still lower (table 1, p. 17). The differences in the percentages of small and of large families which attain a per capita income level of \$300 or more, or \$500 or more, are sharper than the corresponding differences with a per capita income level of \$200. No reasonable allowance

for the fact that certain economies are possible in large families is sufficient to offset their markedly lower per capita incomes as compared with the average per capita incomes in smaller families. While the average per capita income of all persons in these urban single-family households is \$432, the average ranges from a maximum of \$934 for one-person families to a minimum of \$131 in families of 12 or more members (table 2 below and chart 1, p. 19).

The inevitable conclusion that larger families are economically less secure is borne out also by an analysis of the distribution of incomes in groups of families classified by the number of their members (table 3, p. 19). The proportion of families reporting relief status is lowest—12 percent—in families of 2 persons and rises progressively for groups of larger families until it approximates or exceeds 40 percent in families of 8 or more. An appreciable proportion of the families with 6 or more persons reported family incomes of less than \$1,000; conversely, incomes of \$3,000 and over are relatively more numerous among families of 3 to 6 persons than among those with from 7 to 11 members.

### Family Type and Income

Economic insecurity is concentrated, further, in certain types of families (table 4, p. 20). Families consisting of unmarried individuals, either living alone or living with sisters or brothers, have a more

**Table 2.—Percentage distribution of persons in urban single-family households and estimated average family income and per capita income, by size of family<sup>1</sup>**

[Preliminary data, subject to revision]

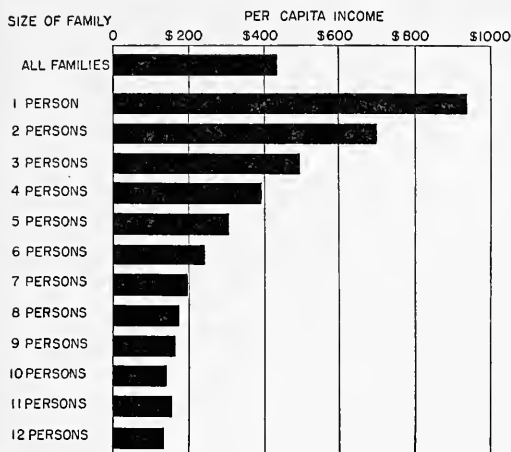
Size of family	Percentage distribution of persons in—			Mean income						Median family income of nonrelief families
				All families		Relief families		Nonrelief families		
	All families	Relief families	Nonrelief families	Per family	Per capita	Per family	Per capita	Per family	Per capita	
All families.....	100.0	<sup>2</sup> 100.0	<sup>3</sup> 100.0	\$1,408	\$432	\$724	\$190	\$1,544	\$490	\$1,270
1 person.....	3.3	2.9	3.4	934	934	416	416	1,040	1,040	800
2 persons.....	18.2	11.5	19.9	1,393	697	630	315	1,500	750	1,225
3 persons.....	21.0	14.7	22.5	1,488	496	708	236	1,610	537	1,345
4 persons.....	21.0	17.6	21.9	1,558	390	785	196	1,707	427	1,407
5 persons.....	14.3	15.9	13.9	1,507	302	831	166	1,693	339	1,382
6 persons.....	9.0	12.5	8.1	1,442	240	848	141	1,663	277	1,370
7 persons.....	5.5	9.2	4.7	1,392	199	809	124	1,640	234	1,340
8 persons.....	3.6	6.9	2.8	1,383	173	913	114	1,660	208	1,356
9 persons.....	1.9	4.1	1.3	1,453	162	1,013	113	1,778	198	1,382
10 persons.....	1.1	2.4	.8	1,395	139	1,009	101	1,682	168	1,348
11 persons.....	.6	1.3	.4	1,723	157	1,262	115	2,101	191	1,457
12 or more persons.....	.5	1.0	.3	1,651	131	1,191	95	1,985	158	1,580

<sup>1</sup> The method of arriving at these estimates is described in Sanders, Barkev S., and Kantor, Anne G., "Income of Urban Families and Individuals in Single-Family Households," *Social Security Bulletin*, Vol. 2, No. 9 (September 1939), pp. 27-28.

<sup>2</sup> 328,577 individuals in urban single-family relief households.

<sup>3</sup> 1,365,334 individuals in urban single-family nonrelief households.



**Chart 1.—Per capita income of all urban single-family households, by size of family**

elsewhere than in the household at the time of the canvass. While the average per capita income is slightly smaller for the whole group of normal families, which includes a much higher proportion of large families, for families of a given size per capita income is invariably lowest of all in broken families headed by a woman. The importance of the revision of the Social Security Act to extend benefits to survivors of insured wage earners and thus mitigate the economic insecurity of broken families is apparent, as is the importance of the Federal-State assistance provided under the act on behalf of dependent children who have been deprived of parental support by the death, absence from home, or incapacity of a breadwinner.

The relative insecurity of families broken by the absence of the husband is even more clearly reflected by a comparison of the income distribution of families of different types and sizes (table 5, p. 21). Except for one-person families, the proportion of families reporting a relief status is markedly higher among broken families headed by a woman than among families of any other type. A relatively large proportion of these broken families have incomes of less than \$1,000, and the proportion with annual incomes of \$2,000 or more is only about half as large as for all families. Families in which the husband, but not the wife, is present are second in rank in the proportion reporting relief status.

**Table 3.—Urban single-family households by size of family, and percentage distribution by income status**

(Preliminary data, subject to revision)

Size of family	Number of families <sup>1</sup>	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
All families.....	519,813	100.0	16.6	29.1	23.3	15.9	10.4	4.7
1 person.....	55,963	100.0	17.1	54.4	15.3	7.4	3.8	2.0
2 persons.....	154,384	100.0	12.3	33.2	23.8	15.9	10.2	4.6
3 persons.....	118,616	100.0	13.6	25.3	25.9	18.2	11.9	5.1
4 persons.....	89,106	100.0	16.2	21.4	25.2	18.7	12.7	5.8
5 persons.....	48,504	100.0	21.5	21.0	23.8	17.1	11.1	5.5
6 persons.....	25,313	100.0	27.1	20.1	22.0	15.5	10.4	4.9
7 persons.....	13,346	100.0	32.2	19.5	21.1	13.6	9.3	4.3
8 persons.....	7,657	100.0	37.1	17.5	19.5	13.6	8.4	3.9
9 persons.....	3,523	100.0	42.4	15.6	17.3	11.5	9.0	4.2
10 persons.....	1,852	100.0	42.6	16.0	18.1	11.2	8.0	4.1
11 persons.....	861	100.0	45.1	12.0	16.9	11.6	9.9	4.5
12 persons.....	392	100.0	39.3	12.5	17.3	13.0	11.0	6.9
13 persons.....	149	100.0	47.7	8.0	12.1	18.8	8.0	5.4
14 persons.....	66	100.0	45.5	10.6	12.1	16.6	7.6	7.6
15 persons.....	10	(?)	(?)	(?)	(?)	(?)	(?)	(?)
16 persons.....	8	(?)	(?)	(?)	(?)	(?)	(?)	(?)
17 persons.....	3	(?)	(?)	(?)	(?)	(?)	(?)	(?)

<sup>1</sup> Excludes 12,570 families with unknown income.<sup>2</sup> Not computed, because base less than 25.



*Age and Income*

The income distribution of families varies markedly according to the number of children in the family. There is also some variation in family income according to the age distribution of the adults. In single-family households, the average per capita income of individuals of different ages, determined on the basis of the income of the families of which they were members, is \$431<sup>6</sup> for all persons.<sup>7</sup> The average income is \$287 for persons under 16 years of age and \$371 for persons aged 16-24, rises progressively to a maximum of \$627 for persons aged 60-64, and is only slightly less, \$601, for persons aged 65 and over (table 6, p. 21). If the per capita income of persons under 16 years is regarded as 100, the relative per capita income of persons in other age groups would be:

16-24 years.....	129
25-44 years.....	169
45-59 years.....	197
60-64 years.....	218
65 years and over.....	209

The large differences in the per capita incomes of children and aged persons are partly offset by the fact that older persons, especially those aged 65 and over, come from comparatively small families, while a much larger proportion of children under 16 years of age come from large families in which certain economies in per capita costs of living are possible. There is the further consideration that expenditures for a child are usually lower than for an adult. However, no reasonable allowance for these factors can compensate for the striking differences in the average per capita incomes of children and the aged. It is apparent that children constitute economically the least favored age group in this sample of urban single-family households and doubtless also in the general population.<sup>8</sup>

In interpreting these figures for per capita incomes, it should not be inferred that \$287 is the average amount that is spent in providing for

the needs of each child under 16. This sum represents merely the average per capita income in families with children under age 16, weighted by the number of such children in the different families. To the extent that the cost of living is less for children than for adults, there is every reason to believe that the share of the family income actually spent for children is far less, perhaps about half the annual per capita amount indicated above—that is, about \$140 or even less per child—since the average per capita income includes amounts of family income used for savings and certain other purposes aside from the purchase of goods and services for the family as a whole.

The less favorable economic status of families with children is emphasized by a comparison of the income distribution of families according to number of children (table 7, p. 23). When families are grouped by number of children, it is found that the income status is progressively less favorable for each group in order of increasing number of children.

**Table 4.—Estimated mean and per capita income of urban single-family households, by size and type of family**

[Preliminary data, subject to revision]

Size and type of family	Number of families <sup>1</sup>	Estimated mean family income	Estimated per capita income
<b>All families:<sup>2</sup></b>			
Husband and wife.....	405,473	\$1,492	\$415
Husband or wife, husband.....	19,786	1,183	629
Husband or wife, wife.....	66,134	1,027	434
Nonparent, male.....	13,175	1,175	938
Nonparent, female.....	14,847	1,198	867
<b>1 person:</b>			
Husband or wife, husband.....	11,838	986	986
Husband or wife, wife.....	22,341	799	799
Nonparent, male.....	10,997	1,038	1,058
Nonparent, female.....	10,787	1,035	1,035
<b>2 persons:</b>			
Husband and wife.....	126,899	1,424	712
Husband or wife, husband.....	3,282	1,325	663
Husband or wife, wife.....	19,867	1,036	518
Nonparent, male.....	1,427	1,547	773
Nonparent, female.....	2,909	1,434	717
<b>3-4 persons:</b>			
Husband and wife.....	184,638	1,549	450
Husband or wife, husband.....	3,351	1,552	462
Husband or wife, wife.....	18,071	1,213	363
Nonparent, male.....	658	2,179	662
Nonparent, female.....	1,064	2,031	629
<b>5-6 persons:</b>			
Husband and wife.....	68,029	1,494	280
Husband or wife, husband.....	1,047	1,666	313
Husband or wife, wife.....	4,601	1,296	243
Nonparent, male.....	93	2,280	437
Nonparent, female.....	87	3,308	626
<b>7 or more persons:</b>			
Husband and wife.....	25,907	1,412	178
Husband or wife, husband.....	268	1,689	227
Husband or wife, wife.....	1,294	1,280	170

<sup>1</sup> Excludes families with unknown income.

<sup>2</sup> Husband-and-wife families exclude families of 13 or more persons; husband-or-wife, husband, families exclude families of 9 or more persons; husband-or-wife, wife, families exclude families of 10 or more persons.

<sup>6</sup> Cf. estimate of \$432 on p. 18. The two figures are derived from different estimates.

<sup>7</sup> The per capita income estimates for a specified age group were obtained through a weighted average of the per capita income in families in which there were members in that age group.

<sup>8</sup> Single-family households include 76 percent of all children, 49 percent of all persons aged 65 and over, and more than 69 percent of all individuals enumerated in the urban sample. Analyses of income status are not yet available by age groups for persons in multi-family households. Estimated average per capita income of persons in such households is \$460, considerably more than the corresponding estimate (\$431) for single-family households.



Among families without children only 12 percent reported the receipt of relief; the corresponding proportions are about 15 percent for those with one child, 20 percent for those with two children, nearly 30 percent for those with three children, and 50 to 60 percent for those with six or more children. The percentages of families reporting incomes of less than \$1,000 are appreciable even in the groups of families with five or more children. Conversely, the relative proportion of families with incomes of \$3,000 or more is very small among families with a large number of children; the highest percentage for any of these groups is only about one-third of that for all families. It is evident that families with children, and especially those with many children, have, in general, far smaller economic resources than have childless families, especially when consideration is given to the number of persons who share the family income (table 7, p. 23, and table 4, p. 20).

Table 6.—*Estimated per capita income of persons in urban single-family households, by age of person and type of family*

[Preliminary data, subject to revision]

Type of family	Age group (years)						
	All ages	Under 16	16-24	25-44	45-59	60-64	65 and over
All families.....	\$431	\$287	\$371	\$486	\$564	\$627	\$601
Husband and wife.....	414	291	366	467	541	605	550
Husband or wife, husband.....	626	276	402	759	750	800	760
Husband or wife, wife.....	434	230	328	481	552	643	655
Nonparent, male.....	940	(1)	677	1,084	937	794	741
Nonparent, female.....	868	368	677	965	923	783	751

<sup>1</sup> Not estimated, because number of persons too small.

The fact that broken families with children are among the neediest segments of the population is reflected indirectly in table 8, page 23. The proportion of families on relief is strikingly higher in broken families with only one adult. For

Table 5.—*Urban single-family households by size and type of family, and percentage distribution by income status*

[Preliminary data, subject to revision]

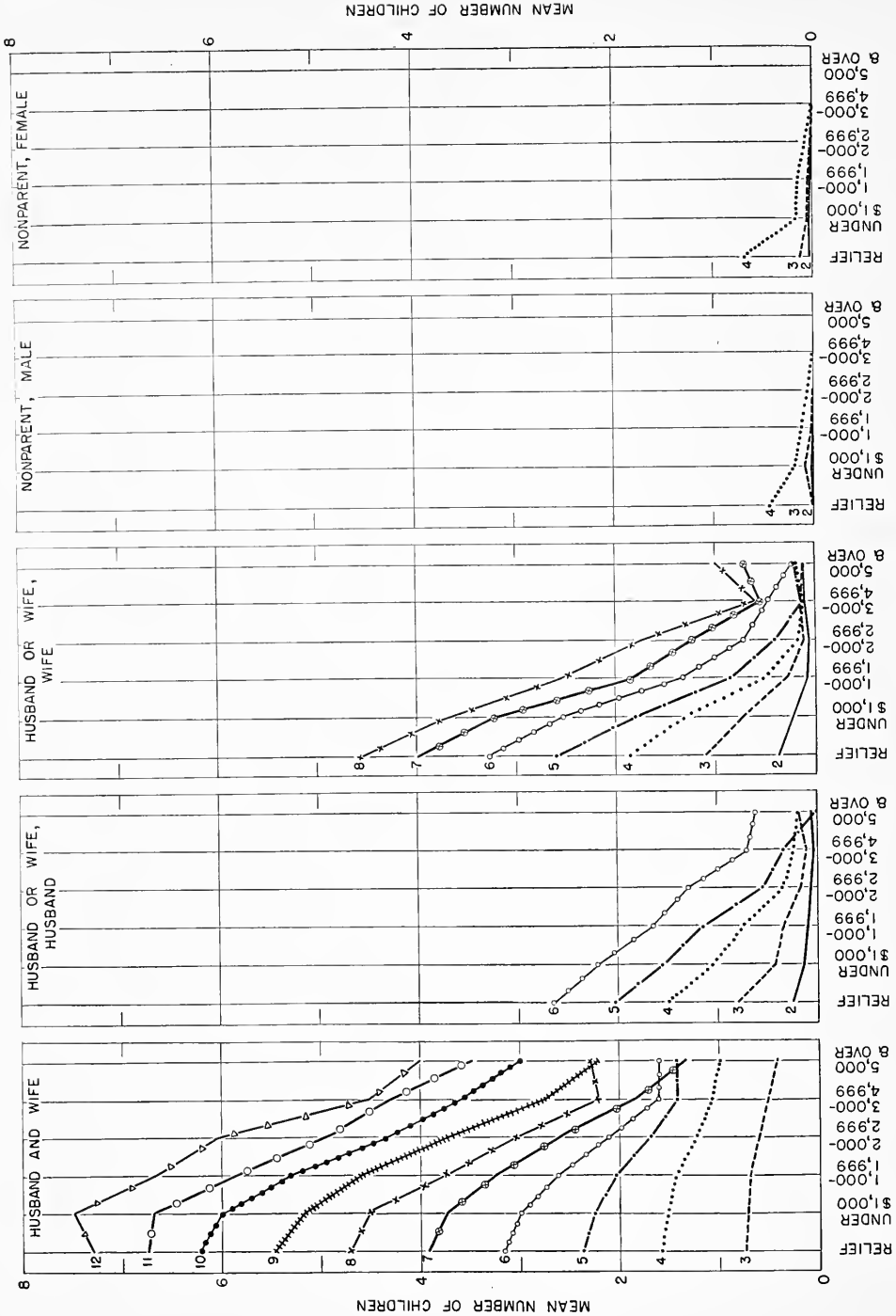
Size and type of family		Number of families <sup>1</sup>	Percent of families with specified income status						
			Total	Relief	Nonrelief				
					Under \$1,000	\$1,000- 1,499	\$1,500- 1,999	\$2,000- 2,999	\$3,000 and over
All families:									
All types.....		519,813	100.0	16.6	29.1	23.3	15.9	10.4	4.7
Husband and wife.....		408,705	100.0	15.5	25.1	24.9	17.7	11.6	5.2
Husband or wife, husband.....		19,556	100.0	22.5	37.9	17.3	10.9	7.0	3.9
Husband or wife, wife.....		66,200	100.0	24.3	43.5	16.4	8.6	4.9	2.3
Nonparent, male.....		13,189	100.0	15.4	44.8	18.9	10.8	6.2	3.9
Nonparent, female.....		14,863	100.0	6.6	47.3	21.3	13.7	7.9	3.2
1 person:									
All types.....		55,963	100.0	17.1	54.4	15.3	7.4	3.8	2.0
Husband or wife, husband.....		11,838	100.0	23.8	46.7	15.1	7.3	4.4	2.7
Husband or wife, wife.....		22,341	100.0	18.9	62.4	11.1	4.2	2.0	1.4
Nonparent, male.....		10,997	100.0	16.3	48.1	18.4	9.4	4.9	2.9
Nonparent, female.....		10,787	100.0	6.6	52.9	21.2	12.1	5.6	1.6
2 persons:									
All types.....		154,384	100.0	12.3	33.2	23.8	15.9	10.2	4.6
Husband and wife.....		126,899	100.0	11.1	31.8	24.3	16.8	11.0	5.0
Husband or wife, husband.....		3,282	100.0	17.1	32.2	22.2	15.0	9.4	4.1
Husband or wife, wife.....		19,867	100.0	20.1	41.7	21.2	10.5	4.8	1.7
Nonparent, male.....		1,427	100.0	11.0	33.8	20.8	17.0	11.0	6.4
Nonparent, female.....		2,969	100.0	6.8	36.2	22.5	16.8	12.4	5.3
3-4 persons:									
All types.....		207,782	100.0	14.7	23.7	25.6	18.4	12.2	5.4
Husband and wife.....		184,638	100.0	13.3	23.1	26.4	19.1	12.6	5.5
Husband or wife, husband.....		3,351	100.0	20.6	21.9	22.2	16.8	11.8	6.7
Husband or wife, wife.....		18,071	100.0	28.9	29.6	18.7	11.7	7.9	3.2
Nonparent, male.....		658	100.0	9.4	19.8	22.8	17.6	15.8	14.6
Nonparent, female.....		1,064	100.0	5.4	23.3	20.8	19.9	18.5	12.1
5-6 persons:									
All types.....		73,817	100.0	23.5	20.6	23.2	16.6	10.9	5.2
Husband and wife.....		68,029	100.0	22.1	20.7	23.9	17.0	11.1	5.2
Husband or wife, husband.....		1,047	100.0	27.7	16.4	19.7	17.0	11.5	7.7
Husband or wife, wife.....		4,561	100.0	43.0	20.9	14.1	10.0	7.1	4.9
Nonparent, male.....		93	100.0	14.0	16.1	17.2	15.3	19.3	15.1
Nonparent, female.....		87	100.0	13.8	12.6	12.6	25.3	10.4	25.3
7 or more persons:									
All types.....		27,867	100.0	36.1	17.8	19.7	13.2	9.0	4.2
Husband and wife.....		26,139	100.0	35.4	17.9	20.1	13.4	9.0	4.2
Husband or wife, husband.....		338	100.0	33.7	13.9	17.1	16.0	13.3	6.0
Husband or wife, wife.....		1,360	100.0	52.1	16.3	12.6	8.2	7.6	3.2
Nonparent, male.....		14	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Nonparent, female.....		16	(2)	(2)	(2)	(2)	(2)	(2)	(2)

<sup>1</sup> Excludes 12,570 families with unknown income.

<sup>2</sup> Not computed, because base less than 25.



Chart 2.—Mean number of children under 16 years in urban single-family households of specified type and size,<sup>1</sup> by income status



<sup>1</sup> The number at left of each line indicates total size of family.



**Table 7.—Urban single-family households by number of children under 16 years, and percentage distribution by income status**

[Preliminary data, subject to revision]

Number of children per family	Number of families <sup>1</sup>	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
All families.....	519,801	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No children.....	279,880	100.0	12.4	33.7	22.1	15.6	10.7	5.5
1 child.....	106,895	100.0	15.2	25.0	26.0	17.9	11.4	4.5
2 children.....	70,708	100.0	19.9	22.9	25.4	17.3	10.5	4.0
3 children.....	33,517	100.0	28.1	22.7	23.6	14.5	8.2	2.9
4 children.....	15,555	100.0	36.2	21.8	21.2	12.1	6.6	2.1
5 children.....	7,458	100.0	43.4	21.4	19.0	9.5	5.2	1.5
6 children.....	3,692	100.0	49.1	19.0	17.3	8.9	4.6	1.1
7 children.....	1,513	100.0	55.1	16.6	14.3	8.9	4.0	1.1
8 children.....	603	100.0	57.1	16.9	13.3	7.8	4.1	.8
9 children and over.....	280	100.0	58.9	13.9	12.2	10.7	3.9	.4

<sup>1</sup> Excludes 12,583 families with unknown income and/or number of children.

example, in four-person families 62 percent of those with three children, in contrast to only 18 percent of those with two children, reported relief status.

Chart 2, page 22, shows the relation between income and average number of children for families of specified type and size. In general, the

proportion of children is smaller in families in the higher income groups.

The high frequency with which children are found in families with lowest per capita incomes is shown in table 9, page 26. About 60 percent of children under 16 years of age are members of

**Table 8.—Urban single-family households by size of family and number of children under 16 years, and percentage distribution by income status**

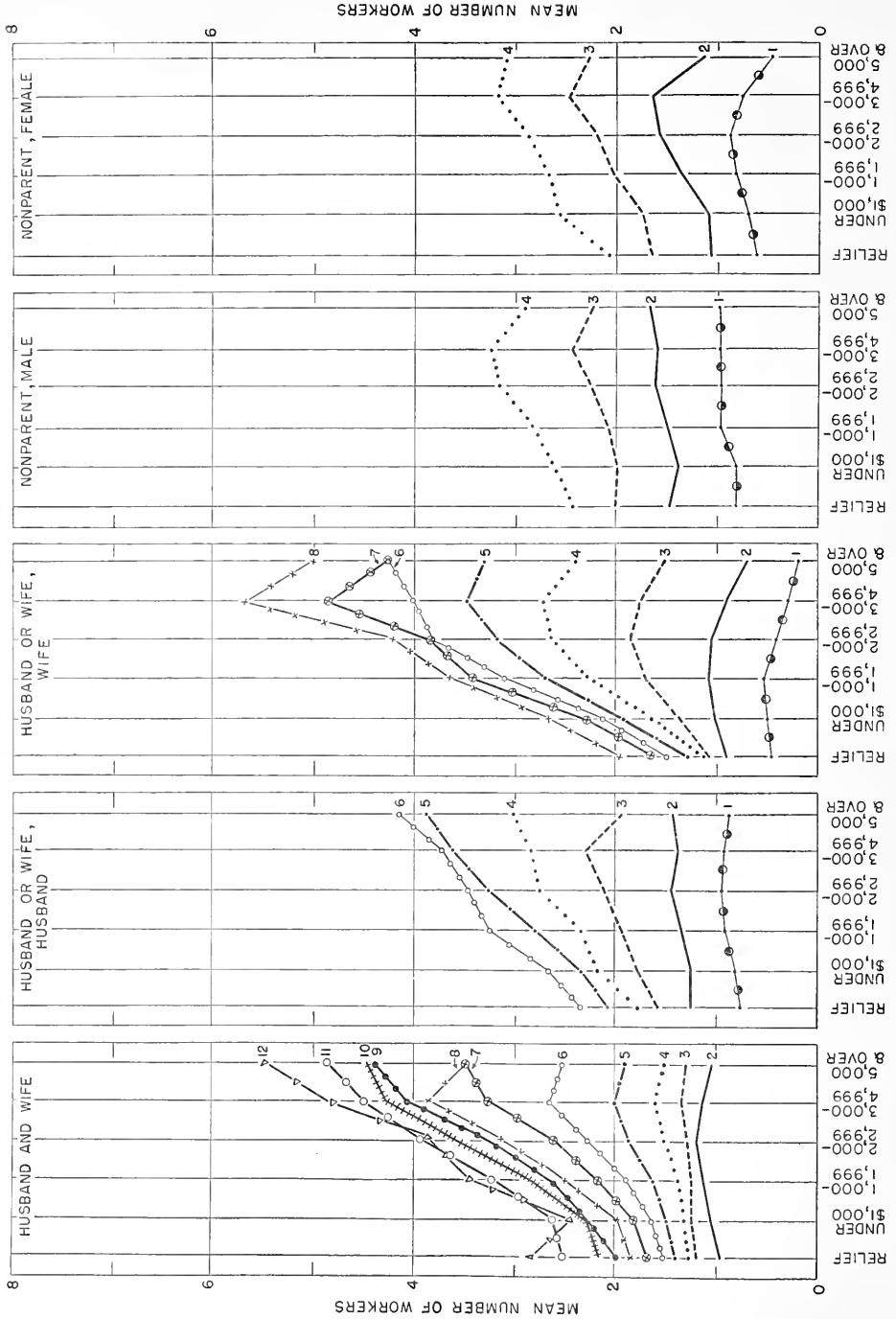
[Preliminary data, subject to revision]

Size of family and number of children	Number of families <sup>1</sup>	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
3 persons.....	118,615	100.0	13.6	25.3	25.9	18.2	11.9	5.1
No children.....	42,867	100.0	10.9	23.3	24.1	19.4	14.5	7.8
1 child.....	72,558	100.0	13.7	26.1	27.7	18.1	10.7	3.7
2 children.....	2,890	100.0	49.6	35.9	8.6	3.9	1.3	.7
4 persons.....	89,163	100.0	16.2	21.4	25.2	18.6	12.8	5.8
No children.....	20,240	100.0	10.1	16.9	22.8	21.3	18.2	10.7
1 child.....	16,480	100.0	15.6	21.1	24.2	19.0	13.8	6.3
2 children.....	52,004	100.0	17.5	23.1	26.9	18.0	10.6	3.9
3 children.....	1,438	100.0	61.7	28.6	6.5	2.1	.8	.3
4 children.....	1	100.0	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
5 persons.....	48,502	100.0	21.5	21.0	23.8	17.1	11.1	5.5
No children.....	7,433	100.0	10.4	14.6	21.2	21.6	19.2	13.0
1 child.....	8,447	100.0	16.0	18.4	24.7	20.2	13.9	6.8
2 children.....	8,194	100.0	21.9	21.7	23.5	17.4	10.7	4.8
3 children.....	23,805	100.0	25.5	23.6	25.0	14.9	8.1	2.9
4 children.....	623	100.0	72.7	19.1	5.3	2.1	.6	.2
6 persons.....	25,313	100.0	27.1	20.1	22.0	15.5	10.4	4.9
No children.....	2,440	100.0	9.6	10.8	19.4	20.8	21.5	17.0
1 child.....	3,467	100.0	16.3	15.5	22.9	21.0	16.3	8.0
2 children.....	4,526	100.0	23.5	20.0	22.9	17.8	11.2	4.6
3 children.....	4,005	100.0	30.2	21.4	22.3	14.7	8.4	3.0
4 children.....	10,578	100.0	33.7	23.3	22.4	12.2	6.5	1.9
5 children.....	297	100.0	75.8	16.8	3.7	2.4	1.0	.3
7 persons.....	13,345	100.0	32.2	19.5	21.1	13.6	9.3	4.3
No children.....	1,763	100.0	8.4	10.6	14.4	20.3	23.1	23.2
1 child.....	1,206	100.0	15.3	13.4	21.8	20.7	17.3	11.5
2 children.....	1,969	100.0	23.2	16.9	23.9	17.9	12.9	5.2
3 children.....	2,442	100.0	30.8	19.0	22.9	15.4	9.4	2.5
4 children.....	2,098	100.0	37.7	19.8	21.7	12.2	6.5	2.1
5 children.....	4,759	100.0	41.0	23.8	20.1	9.0	5.1	1.0
6 children.....	108	100.0	85.2	10.2	3.7	.9	-----	-----

<sup>1</sup> Excludes families with unknown income and/or number of children.<sup>2</sup> Not computed, because base less than 25.



Chart 3.—Mean number of gainful workers in urban single-family households of specified type and size,<sup>1</sup> by income status



INCOME STATUS OF FAMILY

<sup>1</sup> The number at right of each line indicates total size of family.



families which received relief or reported per capita incomes of less than \$250, while of persons aged 65 or over, only 33 percent are members of such families. In broken families with a mother as the head 81 percent of the children are in families with relief status or per capita incomes of less than \$250. Almost 90 percent of all children and 97 percent of the children in broken families with the mother only, are in families which reported relief or per capita incomes of less than \$500. By contrast, only 61 percent of all persons aged 65 and over are in families with relief status or per capita incomes of less than \$500. Since the aged person in a single-family household is either the family head or the spouse of the head, it is reasonable to assume that the per capita income of the family used in these comparisons ordinarily reflects the income of the aged person himself rather than the income of others who provide his livelihood.<sup>9</sup>

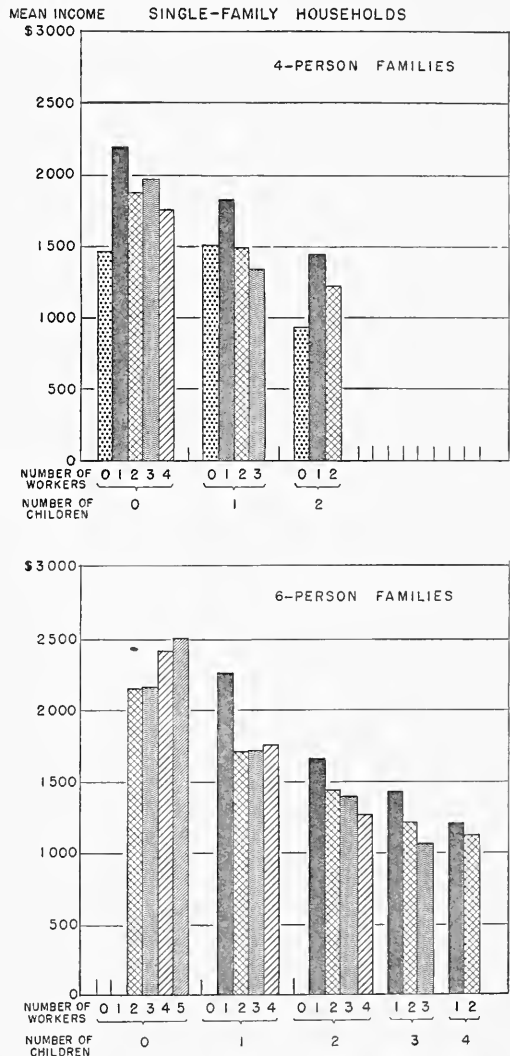
### Gainful Workers and Income

Families with gainful workers<sup>10</sup> have a more favorable income status than families without workers, and, in general, of all families, regardless of size or type, those with more than one worker have a somewhat better family income than families with only one worker (table 10, p. 27). The presence of more than one worker makes it less likely, in general, that the family will have a relief status or an annual income of less than \$1,000, and more likely that the family will have an annual income of \$3,000 or more; the number of workers has comparatively little effect on the proportion of families in the intermediate income groups. The favorable income distribution of families with a relatively high proportion of workers among their members is shown, according to type of family, in chart 3, page 24.

The extent of insecurity is particularly marked in families without gainful workers. While somewhat less than half of all families reported receipt of relief or family incomes of less than \$1,000,

more than three-fourths of the families without workers were in these categories (table 11, p. 27). Conversely, the proportion of families reporting incomes of \$2,000 or more is almost three times as high for all families as for those without gainful workers. Analyses of families without gainful workers show that large families without gainful workers were in particularly acute need. For

**Chart 4.—Estimated mean income of urban husband-and-wife single-family households of selected size with specified number of children under 16 years, by number of gainful workers**



<sup>9</sup> The income of these aged persons must be their own or that of their unmarried children (see definition of family). The Study of Consumer Purchases indicates that expenditures by families for relatives living in separate households are negligible. All such expenditures, for 14,469 families of wage earners and clerical workers, averaged only \$24 during 1935-36, including expenditures for all kinds of gifts and aid given to relatives and other persons outside the household. "Family Expenditures for Medical Care, Personal Care, and Miscellaneous Items," *Monthly Labor Review*, Vol. 50, No. 5 (May 1940), pp. 1062-1079.

<sup>10</sup> Gainful workers include all persons who were reported in regular employment, those on work relief, and those seeking work at the time of the canvass.



example, in the group of seven-person families without gainful workers, 83 percent are in the relief group, 12 percent have incomes of less than \$1,000, and less than 1 percent have annual incomes of \$2,000 or more.

In families of a given size with children under 16, the highest income is generally found for families with one worker. This fact leads to the inference that employment of secondary workers, especially in families with minor children, may often be brought about by the inadequacy or lack of earnings on the part of the principal wage earner, who in most instances is the head of the household. Despite the addition of the supplementary earnings contributed by other workers in the family, the total family income is likely to be lower in these circumstances than that of families with only one worker. In other words, when children and mothers are forced to enter the labor market to supplement the inadequate resources of the family,

the earnings of both the principal wage earner and the secondary workers are usually so small that the average income of families with more than one worker remains substantially lower than that of families with one worker. In families composed largely of adults rather than children, in which entrance into the labor market may be occasioned more by choice than necessity, the income of families with two or more workers is ordinarily more favorable than that of families with one worker.

The relation between family income and the presence of children and gainful workers in the family is illustrated, for families with four and six members, by chart 4, page 25. In four-person families the highest mean income is that of families with one worker and without children. For families with one child, the highest income is that of families with one worker and the lowest that of families with three workers. Correspond-

**Table 9.—Persons in urban single-family households and percent with specified per capita income, by age of person and by type of family**

[Preliminary data, subject to revision]

Type of family	Under 16 years	16-24 years	25-44 years	45-59 years	60-64 years	65 years and over
Number of persons <sup>1</sup>						
All families .....	486,292	263,885	560,264	264,647	46,390	67,062
Husband and wife .....	450,679	218,437	493,342	221,552	34,638	41,717
Husband or wife, husband .....	4,681	7,274	8,956	8,076	2,259	5,791
Husband or wife, wife .....	30,899	32,628	42,993	25,564	7,049	15,566
Nonparent, male .....		2,254	7,191	4,283	949	1,413
Nonparent, female .....	33	3,292	7,782	5,172	1,495	2,275
Percent with per capita income of less than \$250 <sup>2</sup>						
All families .....	60.4	47.8	36.3	35.2	30.2	33.0
Husband and wife .....	59.0	47.6	36.7	35.5	30.9	35.1
Husband or wife, husband .....	66.3	45.1	28.0	33.9	31.9	32.1
Husband or wife, wife .....	80.6	55.3	40.4	37.9	27.4	27.9
Nonparent, male .....		19.1	16.4	27.1	31.8	39.5
Nonparent, female .....	36.4	16.4	12.0	17.2	22.1	27.3
Percent with per capita income of less than \$350						
All families .....	75.9	63.9	50.2	47.4	41.0	43.8
Husband and wife .....	74.9	64.1	51.2	48.4	42.4	47.6
Husband or wife, husband .....	79.9	61.0	37.4	41.5	39.1	38.9
Husband or wife, wife .....	89.8	69.5	51.7	48.0	37.2	36.2
Nonparent, male .....		28.2	21.4	33.2	38.5	45.7
Nonparent, female .....	48.5	25.2	16.3	24.5	31.4	36.6
Percent with per capita income of less than \$500						
All families .....	89.6	80.0	65.8	63.6	57.6	60.9
Husband and wife .....	89.1	80.6	66.9	65.0	59.8	66.9
Husband or wife, husband .....	91.8	76.8	51.8	53.7	50.7	51.0
Husband or wife, wife .....	96.7	83.8	67.3	63.5	52.8	50.5
Nonparent, male .....		42.4	31.4	43.6	49.7	57.8
Nonparent, female .....	81.8	39.6	34.8	37.6	45.7	51.0

<sup>1</sup> Excludes families with unknown income.

<sup>2</sup> Includes families with relief status.



**Table 10.—Urban single-family households by number of gainful workers, and percentage distribution by income status**

[Preliminary data, subject to revision]

Number of gainful workers	Number of families <sup>1</sup>	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000–1,499	\$1,500–1,999	\$2,000–2,999	\$3,000 and over
All families .....	519,731	100.0	16.6	29.1	23.3	15.9	10.4	4.7
No workers.....	36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 worker.....	351,226	100.0	16.3	29.2	24.6	16.0	9.8	4.1
2 workers.....	90,851	100.0	14.0	25.7	23.6	18.3	12.9	5.5
3 workers.....	27,938	100.0	16.3	17.9	22.5	19.5	15.9	7.9
4 workers.....	9,440	100.0	16.1	13.9	20.6	19.9	17.9	11.6
5 workers.....	2,848	100.0	14.6	11.0	18.8	21.0	19.9	14.7
6 workers.....	729	100.0	11.7	8.5	17.4	19.4	20.4	22.6
7 workers.....	170	100.0	12.4	4.1	14.7	19.4	21.8	27.6
8 or more workers.....	41	100.0	7.3	4.9	14.6	4.9	31.7	36.6

<sup>1</sup> Excludes 12,570 families with unknown income and 83 families with unknown number of gainful workers.

ingly, in families with two children the highest average income is for families with one worker and the lowest for those with two workers. Similar relationships are observed in families of six persons.

In view of these findings, it may be anticipated that wage levels adequate for family support

would not merely increase the purchasing power of the Nation but would at the same time reduce the volume of unemployment by allowing the withdrawal from the labor market of persons who seek or take jobs because of insufficient earnings of the principal wage earner of the family.

**Table 11.—Urban single-family households of selected size, without gainful workers and with gainful workers all unemployed, and percentage distribution by income status <sup>1</sup>**

[Preliminary data, subject to revision]

Size of family	Number of families <sup>1</sup>	Percent of families with specified income status						
		Total	Relief	Nonrelief				
				Under \$1,000	\$1,000–1,499	\$1,500–1,999	\$2,000–2,999	\$3,000 and over
Families without gainful workers								
All families .....	<sup>3</sup> 36,488	100.0	26.5	50.7	12.2	5.3	2.9	2.4
1 person .....	17,765	100.0	20.2	60.8	10.8	4.2	2.2	1.8
2 persons .....	12,733	100.0	22.4	47.8	15.5	7.1	4.0	3.2
3 persons .....	2,681	100.0	40.2	32.8	12.8	7.2	3.6	3.4
4 persons .....	1,586	100.0	56.1	26.6	9.3	3.9	2.6	1.5
5 persons .....	818	100.0	67.5	19.6	6.3	3.7	1.6	1.3
6 persons .....	450	100.0	73.1	18.6	5.2	1.7	.6	.8
7 persons .....	240	100.0	83.3	12.1	2.9	.9	.4	.4
8 persons .....	109	100.0	83.5	11.0	3.7	.9	.9	.....
9 persons .....	46	100.0	87.0	10.9	.....	.....	2.1	.....
Families with gainful workers, all unemployed <sup>1</sup>								
All families .....	<sup>3</sup> 80,578	100.0	66.7	27.2	4.2	1.3	0.5	0.1
1 person .....	9,649	100.0	52.7	43.8	2.7	.6	.2	.....
2 persons .....	24,671	100.0	52.1	38.8	6.2	2.0	.7	.2
3 persons .....	15,652	100.0	67.3	25.5	4.9	1.6	.6	.1
4 persons .....	11,997	100.0	76.3	18.0	3.9	1.1	.5	.2
5 persons .....	7,744	100.0	82.1	14.0	2.8	.7	.3	.1
6 persons .....	4,723	100.0	87.1	10.0	2.1	.5	.2	.1
7 persons .....	2,762	100.0	90.2	7.7	1.5	.4	.2	.....
8 persons .....	1,784	100.0	91.1	7.0	1.6	.2	.1	.....
9 persons .....	850	100.0	94.9	4.0	.6	.3	.2	.....

<sup>1</sup> WPA workers are included as unemployed.<sup>2</sup> Excludes families with unknown income and/or gainful workers.<sup>3</sup> Includes families with more than 9 members.



*Unemployment and Income*

The gravity of the economic insecurity resulting from unemployment is illustrated by the distribution of income in families which had one or more members either seeking work or in emergency work but no members in regular employment (table 11, p. 27). Their economic position is even less favorable than that of families without gainful workers, which would be more likely to have income from sources other than current earnings. Nearly 16 percent of the single-family households in the urban sample reported gainful workers but

no employed members, and of these families two-thirds reported relief status. An additional 27 percent reported annual incomes of less than \$1,000, and less than 1 percent reported incomes of \$2,000 or more. In these families also the economic circumstances are most unfavorable in larger families; among families with six members, for example, 87 percent reported the receipt of relief and only 3 percent reported incomes of \$1,000 or more.

The economic effect of unemployment of the head of the family, who is usually the principal

**Table 12.—Urban single-family households by employment status of head and size of family, and percentage distribution by income status<sup>1</sup>**

[Preliminary data, subject to revision]

Size of family	Number of families <sup>1</sup>	Percent of families with specified income status							
		Total	Relief	Nonrelief					
				All	Under \$1,000	\$1,000-1,499	\$1,500-1,999	\$2,000-2,999	\$3,000 and over
Families with employed head									
All families .....	364,417	100.0	4.7	95.3	27.3	28.4	20.3	13.3	6.0
1 person .....	28,531	100.0	3.2	96.8	53.9	22.4	11.7	6.0	2.8
2 persons .....	106,842	100.0	2.6	97.4	29.6	28.2	20.2	13.4	6.0
3 persons .....	89,675	100.0	3.8	96.2	24.5	29.8	21.6	14.1	6.2
4 persons .....	68,571	100.0	4.9	95.1	21.5	29.3	22.2	15.2	6.9
5 persons .....	35,600	100.0	7.2	92.8	22.2	29.1	21.2	13.8	6.5
6 persons .....	17,435	100.0	9.4	90.6	22.7	28.2	20.1	13.4	6.2
7 persons .....	8,759	100.0	11.7	88.3	23.6	28.4	18.1	12.6	5.6
8 persons .....	4,776	100.0	14.4	85.6	21.8	27.4	19.4	11.9	5.1
9 persons .....	2,160	100.0	18.2	81.8	20.7	25.2	16.8	13.0	6.1
10 persons .....	1,144	100.0	19.1	80.9	20.8	25.7	17.0	11.3	6.1
11 persons .....	536	100.0	22.0	78.0	14.9	24.4	17.2	14.6	6.9
12 or more persons .....	388	100.0	18.0	82.0	13.7	22.4	21.1	15.0	9.8
Families with unemployed head									
All families .....	83,725	100.0	63.3	36.7	26.7	6.1	2.5	1.1	0.3
1 person .....	9,649	100.0	52.7	47.3	43.8	2.7	.6	.2	-----
2 persons .....	21,693	100.0	52.2	47.8	38.6	6.4	2.0	.7	.1
3 persons .....	16,030	100.0	62.3	37.7	26.4	7.3	2.8	1.1	.1
4 persons .....	13,358	100.0	68.0	32.0	19.6	7.2	3.3	1.5	.4
5 persons .....	9,177	100.0	71.9	28.1	16.3	6.4	3.1	1.7	.5
6 persons .....	5,782	100.0	75.9	24.1	12.5	6.1	3.3	1.7	.5
7 persons .....	3,495	100.0	79.3	20.7	9.7	5.3	3.5	1.6	.6
8 persons .....	2,295	100.0	81.4	18.6	8.8	4.9	2.5	1.5	.9
9 persons .....	1,103	100.0	86.5	13.5	6.3	3.3	1.9	1.4	.6
10 persons .....	603	100.0	84.9	15.1	6.6	4.9	2.0	1.2	.4
11 persons .....	287	100.0	86.1	13.9	6.3	3.8	2.4	1.4	-----
12 or more persons .....	213	100.0	81.7	18.3	7.0	3.8	4.2	2.8	.5
Families with head not in labor market									
All families .....	71,698	100.0	23.3	76.7	40.1	17.4	9.8	6.1	3.3
1 person .....	17,786	100.0	20.2	79.8	60.8	10.8	4.2	2.2	1.8
2 persons .....	25,856	100.0	19.0	81.0	43.0	20.2	10.2	5.1	2.5
3 persons .....	12,920	100.0	21.6	78.4	29.2	21.9	14.0	9.3	4.0
4 persons .....	7,194	100.0	29.1	70.9	23.1	18.4	13.4	10.4	5.6
5 persons .....	3,731	100.0	36.1	63.9	19.4	15.9	12.5	9.3	6.8
6 persons .....	2,101	100.0	42.6	57.4	17.4	14.3	11.3	8.3	6.4
7 persons .....	1,090	100.0	47.6	52.4	16.3	13.1	9.6	8.1	5.3
8 persons .....	588	100.0	51.2	48.8	15.0	12.2	10.0	6.1	5.5
9 persons .....	260	100.0	60.4	39.6	11.5	8.9	8.1	7.7	3.4
10 persons .....	107	100.0	62.6	37.4	13.1	8.4	1.9	10.3	3.7
11 persons .....	38	100.0	63.2	36.8	13.1	7.9	2.6	7.9	5.3
12 or more persons .....	27	100.0	74.1	25.9	7.4	7.4	3.7	-----	7.4

<sup>1</sup> WPA workers are included as unemployed.

<sup>2</sup> Excludes families with unknown income.



worker, has almost as unfavorable an effect on family income as the unemployment of all gainful workers in the family. In nearly two-thirds of the families the family head is the only gainful worker. For 70 percent of all families the head of the family was reported as employed and for 16 percent as unemployed or engaged in WPA work. About 5 percent of the families in which the head was employed reported relief status; for families in which the head was unemployed the corresponding proportion is 63 percent, and for families in which the head was not in the labor market 23 percent. For groups of families which did not report the receipt of relief and in which the head was employed, unemployed, or not in the labor market, the percentages reporting incomes of less than \$1,000 were approximately 27, 27, and 40 percent, respectively. For these three groups of families the corresponding percentages reporting incomes of \$3,000 and over were 6, less than half of 1, and 3 percent. In all three groups the economic status of large families is on the whole less favorable than that of small families, especially when per capita income is taken into consideration.

A comparison of unemployment of the family head and unemployment of all workers in the family (table 11, p. 27, and table 12, p. 28) indicates that the employment status of members other than the family head is of relatively little economic significance. This finding confirms the conclusion that in most families the family head is the

principal wage earner and the economic security of the family is conditioned primarily by the employment status of the principal worker.

In summary, this analysis of more than half a million urban families indicates that, in terms of family composition, economic insecurity is greatest among large families, among broken families, among children in general and particularly children in one-spouse families, and among families which are without a gainful worker or in which the head of the family or all the gainful workers are unemployed. These findings emphasize the significance of the social security program in its relation to the security of children and widows and to security in employment. The former includes the programs for aid to dependent children and for maternal and child health and welfare and the protection afforded under the Federal system for old-age and survivors insurance to the survivors of insured workers and the dependents of retired workers; the latter, the employment services and unemployment compensation programs now in operation in all States. The analysis briefly outlined in these pages underscores not only the extent and severity of economic insecurity among a large and generally representative cross-section of American urban families but also the particularly severe restriction of livelihood and hence of opportunity among those on whom the Nation counts for the future—its children.



# Estimates of Coverage Under Federal Retirement Programs<sup>1</sup>

IT IS ESTIMATED that from 33.5 to 34.5 million persons will be engaged at some time in 1940 in services covered by the old-age and survivors insurance program of the Social Security Act (table 13). This is by far the largest number covered by a Federal retirement system, but substantial groups are also included under the Railroad Retirement Act and other Federal contributory or non-contributory systems such as the provisions for civil-service employees, other departmental and field employees of the Government and commissioned officers and enlisted personnel of military and naval services.

The number of gainfully occupied persons who will not be covered at any time in 1940 by a Federal retirement program cannot be estimated with any degree of accuracy, but estimates are available for the number of persons engaged in each of the excepted services at some time during the year (table 13). Agricultural pursuits account for the largest number of excepted persons. Farm operators total about 7 million persons, and the classifications of "agricultural workers" and "unpaid family workers in agriculture" each include about 3½ or 4½ million persons.

In deriving these estimates, the employment conditions of the middle of 1940 were assumed. In order to avoid specific assumptions as to economic changes, no adjustments were made for the effect on employment of defense expenditures authorized after June 30, 1940. The categories of employment are neither mutually exclusive nor are they defined in all cases on the same basis. The estimates include duplication in count because many workers hold more than one job during a year and hence shift both within and between included and excluded employment. Because the amount of shifting is unknown and difficult to estimate the figures for each major category have not been added, since to do so would produce not the total, but rather an excess of the total, number of workers who will be so employed. Addi-

tion of even the minimum estimates for all included and excluded groups would give a total, for example, well in excess of the total gainfully occupied population of the United States.

It should be kept in mind that figures for employments included under the Federal programs do not represent the total number of persons who may have acquired rights under these programs; they indicate only the number estimated as being so employed at some time in 1940, thereby exclud-

**Table 13.—Estimates of number of persons who will be engaged in services included in or excluded from Federal retirement systems at some time during the calendar year 1940<sup>1</sup>**

[Based on employment conditions as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons)
A. Number of persons who will be in services included:	
1. Under Social Security Act as amended.....	33, 500-34, 500
2. Under Railroad Retirement Act.....	1, 700-2, 000
3. Under other Federal plans.....	1, 000-1, 300
B. Number of persons who will be in services excluded:	
1. Agricultural workers.....	3, 300-4, 500
2. Farm operators.....	6, 800-7, 000
3. Unpaid family workers in agriculture.....	3, 500-4, 500
4. Domestic servants in private homes and fraternalities.....	2, 200-2, 500
5. Casual employees.....	1, 000-3, 000
6. Public employees <sup>2</sup> .....	3, 300-3, 800
7. Workers in nonprofit organizations.....	700-900
8. Students working for certain schools and colleges <sup>3</sup> .....	35-50
9. Employees of foreign governments and their instrumentalities <sup>4</sup> .....	10-15
10. Student nurses and internes <sup>5</sup> .....	5-10
11. Workers on work-relief programs.....	3, 500-4, 500
12. Fishermen (except halibut and salmon fishermen).....	15-20
13. Newsboys <sup>6</sup> .....	25-35
14. Miscellaneous employees <sup>7</sup> .....	100-300
15. Self-employed persons not elsewhere included: owners, operators, and professional persons.....	4, 000-4, 500

<sup>1</sup> Figures in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83, revised to take account of data available from recent studies. Since individuals shift from one type of service to another the figures for the various categories should not be totaled, as the resultant sum exceeds the number of individuals concerned. See text for explanation.

<sup>2</sup> Includes public-school teachers, employees of State and local governments and their instrumentalities, and employees of the Federal Government and its totally owned instrumentalities not included in A. 3. A considerable number of such persons are covered by State and municipal retirement plans.

<sup>3</sup> Includes students working for schools operated for profit in which they are students, if their remuneration does not exceed \$45 in any quarter.

<sup>4</sup> Includes all such employees registered with the State Department and an estimated number of clerical and other assistants. It is assumed that most of these persons will presumably be excluded on the reciprocal basis provided in sec. 209 (b) (12) of the 1939 amendments.

<sup>5</sup> Student nurses and internes not excluded as public employees in B. 6 or as workers in nonprofit organizations in B. 7.

<sup>6</sup> Primarily newsboys under age 18 engaged in distributing shopping and advertising news.

<sup>7</sup> Includes those categories of workers listed in sec. 209 (b) (10) (A) (i), (ii), and (iii), (B), (C), and (D) of the 1939 amendments. No estimates available for family employment excluded under sec. 209 (b) (4) of the 1939 amendments.

<sup>1</sup> Revises as of July 1940 estimates and discussion which appeared in *Social Security Bulletin*, Vol. 2, No. 12 (December 1939), p. 83. Further revisions will be made as 1940 census data and other information become available.



**Table 14.—Estimated effect of coverage changes since 1935 on number of persons engaged at some time in 1940 in services covered by or excluded from old-age and survivors insurance <sup>1</sup>**

[Revised as of July 1940]

Type of service	Minimum-maximum estimates (in thousands of persons.)
A. Number of persons engaged in services Included by amendments but excluded by Social Security Act of 1935:	
1. Employees aged 65 and over in covered employment.....	700- 900
2. Maritime employees <sup>2</sup> .....	170- 230
3. Employees of certain Federal instrumentalities <sup>3</sup> .....	200- 300
B. Number of persons engaged in services specifically excluded by rulings and amendments since 1935:	
1. Agricultural workers <sup>4</sup> .....	500-1,000
2. Domestic servants in fraternities.....	15- 25
3. Students working for certain schools and colleges <sup>5</sup> .....	35- 50
4. Employees of foreign governments and their instrumentalities <sup>6</sup> .....	10- 15
5. Student nurses and internes <sup>7</sup> .....	5- 10
6. Fishermen <sup>8</sup> (except halibut and salmon fishermen).....	15- 20
7. Newsboys <sup>9</sup> .....	25- 35
8. Miscellaneous employees <sup>10</sup> .....	100- 300

<sup>1</sup> See footnote 1, table 13.

<sup>2</sup> Does not include fishermen in B. 6.

<sup>3</sup> Includes partially owned Federal instrumentalities, national banks, and State member banks.

<sup>4</sup> Persons in agricultural employment (other than work on farms for farmers) which has been determined to constitute "agricultural labor" by legal or administrative interpretation or by the 1939 amendments.

<sup>5</sup> See footnote 3, table 13.

<sup>6</sup> See footnote 4, table 13.

<sup>7</sup> Net exclusion of student nurses and internes because of 1939 amendments is very small; most of them were already excluded under 1935 act as public employees or as employees of nonprofit institutions.

<sup>8</sup> On boats of 10 net tons or less. An undetermined number of these workers was probably excluded under the 1935 act as maritime employees.

<sup>9</sup> Primarily newsboys under age 18 engaged in distributing shopping and advertising news. Greater proportion of newsboys engaged in final distribution of newspapers was excluded under 1935 act.

<sup>10</sup> See footnote 7, table 13.

ing persons who were engaged in covered services only in previous years.

The estimates are also subject to wide margins of error because of the lack of exact information as to the numbers of persons in different employments. The problems of estimating are particularly difficult for some of the minor groups for which no satisfactory figures are available. Moreover, for certain major groups, such as agricultural workers and the self-employed, the estimates are always subject to revision in the light of legal interpretations and administrative rulings with respect to the coverage of specific types of services. Estimates for each category were prepared from the most recent data available on employment within the groups, with an allowance for labor turn-over. Various governmental publications, including those of the Bureau of the Census and the Bureau of Foreign and Domestic Commerce, served as a guide in the development of estimates.

The range between the minimum and maximum estimates for the separate employment categories indicates roughly the extent to which employment data are available. If in any employment it were possible to count accurately the numbers of persons involved in the 12-month period under consideration, the range would be zero and an exact figure would be given which would take account of turn-over. Turn-over enters into the range to this extent: It is one of the factors determining the reasonable minimum and the probable maximum, but the extent of the range does not in any sense measure the amount of turn-over. The range encompasses uncertainty, resulting from the inadequacy of available information, as to both the number of jobs and the turn-over.

The attempt to estimate the net changes in coverage brought about by reason of the 1939 amendments is rendered particularly difficult by reason of the uncertainty as to the meaning of "agricultural labor" under the original 1935 act. Legal and administrative decisions interpreted this term to comprise large numbers of workers who were not employed on farms by farmers, and some such rulings and regulations were later incorporated in the amendments. Final judicial interpretations of the meaning of the original exception are still pending, and it has been so far impossible to distinguish the numbers of individuals in types of services which had been excepted previously and the numbers in services excepted by the amendments. The extension of coverage by reason of the amendments would indicate a probable net increase over the number of individuals who would have been in covered employment during part or all of the year under the 1935 act (table 14). This table must be understood as representing the number of persons engaged at some time in 1940 in these industrial categories and not the number of persons included or excluded because of coverage changes. Whenever a new occupational category is included in the program, the net gain in coverage will presumably be less than the total number of workers employed in the category at some time during the year, since some workers so engaged may also during the same year be in other covered employment.



# Income Payments, 1929-39

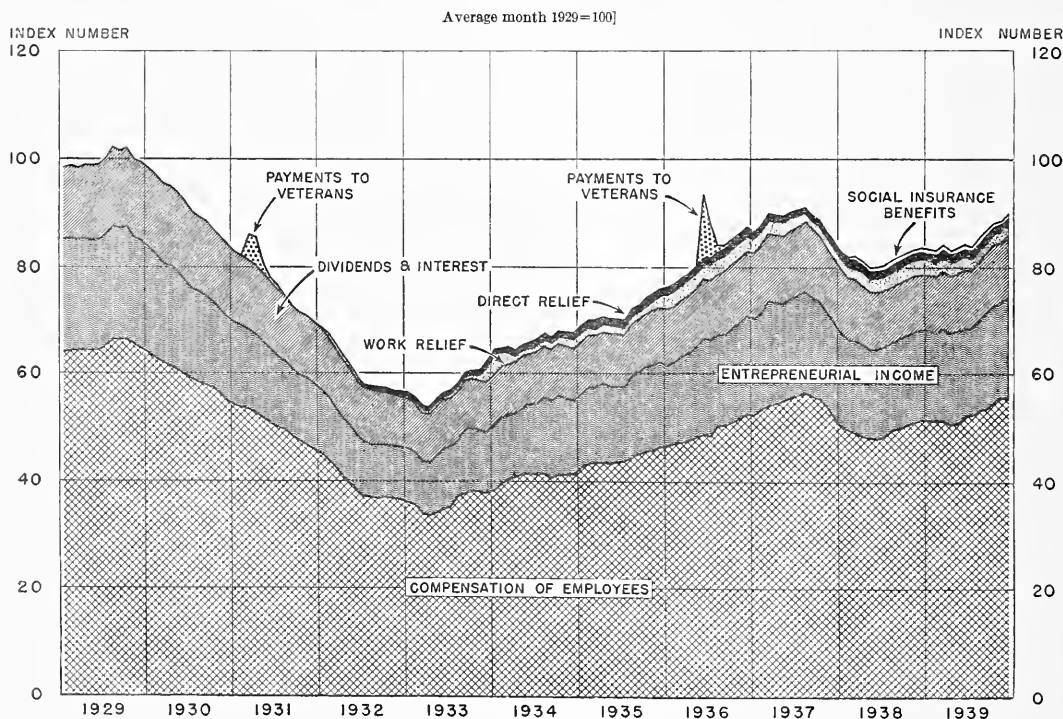
THE DEVELOPMENT of social assistance and social insurance programs since 1933 is evident from the brief summaries for each year 1933-39 in the preceding section, and the sections which follow indicate in greater detail the operation of these programs in 1939 or over a longer period. Perspective is gained, however, by relation to broad trends in the national economy. Chart 5, below, furnishes this perspective by showing for the continental United States the relationship of social insurance benefits, direct relief, and work-relief payments to other income payments (dividends and interest, entrepreneurial income, and compensation of employees) over an 11-year period, 1929-39. Classifications used for the chart are based upon figures furnished by the National Income Division of the Department of Commerce

and differ somewhat from those used elsewhere in this volume.

"Social insurance benefits" include payments under the old-age and survivors insurance programs of the Social Security Act and the Railroad Retirement Act, and under State unemployment insurance laws and the Railroad Unemployment Insurance Act, except that, before 1938, payments under the Railroad Retirement Act were included in "compensation of employees."

"Direct relief" includes payments for general relief other than work relief; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind; and emergency subsistence payments to farmers by the Federal Emergency Relief Administration, Resettlement Administration, and Farm Security Administration.

Chart 5.—Index of income payments in the continental United States, 1929-39 <sup>1</sup>



<sup>1</sup> Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

Source: U. S. Department of Commerce, National Income Division.



Small amounts of work relief were included in direct relief from the year 1929 through the year 1932.

"Work relief," subsequent to 1932, includes relief and nonrelief earnings on work-relief and administrative projects of the FERA; earnings under the emergency education and student-aid programs of the FERA; earnings under the Civil Works Program; earnings of enrolled and nonenrolled persons in the Civilian Conservation Corps; relief and nonrelief earnings under work programs of the Work Projects Administration, the National Youth Administration, and other Federal agencies; and earnings on State and local relief projects.

"Dividends and interest" includes cash dividends paid by incorporated business enterprises, interest paid by business enterprises, and net rents and royalties.

"Entrepreneurial income" includes the amounts withdrawn by farmers, storekeepers, professional practitioners, and other self-employed persons, from the operation of unincorporated enterprises including partnerships and cooperatives.

"Compensation of employees" includes wages and salaries (less employee contributions to Federal retirement funds), tips, commissions, bonuses, payments in kind, and payments from private pension and retirement plans; workmen's compensation benefits; annuities and refunds to Federal, State, and municipal employees; and pensions and disability benefits to veterans (excluding payments of adjusted-service compensation or "the bonus," which are charted separately as "payments to veterans").

Dividends and interest, entrepreneurial income, and compensation of employees are adjusted for seasonal variation.



# Social Insurance Under Selected Programs

UNDER THE FEDERAL-STATE unemployment compensation program established in accordance with the Social Security Act and the special Federal system administered under the Railroad Unemployment Insurance Act, the major part of the population in industrial and commercial employment in the United States is protected against certain wage losses occasioned by unemployment. An even larger proportion has or is acquiring insurance protection under the old-age and survivors insurance provisions of the Social Security Act and the Railroad Retirement Act. Total

payments under these four programs increased from \$44 million in 1937 to \$505 million in 1938 and nearly \$560 million in 1939 (table 15 below). Through these programs social insurance has already become a significant factor in the national economy with respect both to the total amount paid to beneficiaries and the numbers of persons who receive such payments. With the development of Federal old-age and survivors insurance, under which monthly benefits were not payable until 1940, it obviously will be of greatly increasing importance in future years.

Table 15.—Social insurance payments under selected programs, calendar years 1936–39, and by months 1938–39 <sup>1</sup>

[Revised as of July 1, 1940]

[In thousands]

Year and month	Total	Old-age and survivors insurance payments <sup>1</sup>							Unemployment insurance payments		
		Total	Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State unemployment compensation laws <sup>2</sup>	Under the Railroad Unemployment Insurance Act <sup>3</sup>
			Lump-sum payments at age 65	Lump-sum death payments	Employee annuities	Pensions to former carrier pensioners	Survivor and death-benefit annuities	Lump-sum death payments			
1936 total	\$816	\$685			\$683		\$2		\$131	\$131	
1937 total	43,855	41,723	\$651	\$627	20,857	<sup>4</sup> \$19,144	444		2,132	2,132	
1938 total	505,319	108,918	4,706	5,772	66,359	30,390	1,401	\$290	396,401	396,401	
January	9,044	7,753	345	400	4,250	2,665	93	( <sup>5</sup> )	1,291	1,291	
February	26,611	7,176	247	318	3,913	2,631	66	1	19,435	19,435	
March	52,283	8,423	355	481	4,890	2,600	95	2	43,860	43,860	
April	45,998	9,388	370	454	5,812	2,589	157	6	36,610	36,610	
May	47,246	8,640	367	439	5,147	2,540	134	13	38,606	38,606	
June	49,117	9,207	394	498	5,790	2,532	103	10	39,820	39,820	
July	47,585	9,065	338	448	5,602	2,537	122	18	38,520	38,520	
August	56,879	9,397	383	444	5,928	2,489	119	34	47,482	47,482	
September	51,314	9,730	454	558	6,053	2,473	151	41	41,584	41,584	
October	45,230	9,969	503	579	6,275	2,455	113	34	35,271	35,271	
November	38,000	10,098	500	575	6,399	2,449	136	39	27,902	27,902	
December	36,012	9,992	480	578	6,300	2,430	112	92	26,020	26,020	
1939 total	560,140	124,553	4,574	5,321	79,814	27,468	1,450	1,926	435,587	429,820	\$5,767
January	39,307	10,104	559	696	6,210	2,466	110	123	29,203	29,203	
February	45,059	10,314	518	651	6,491	2,383	108	163	34,745	34,745	
March	59,637	10,764	700	841	6,499	2,343	140	241	48,873	48,873	
April	44,157	10,699	658	808	6,554	2,329	128	222	33,458	33,458	
May	50,627	10,697	709	816	6,577	2,306	125	164	39,930	39,930	
June	53,787	10,626	673	845	6,529	2,288	138	153	43,161	43,161	
July	46,298	10,425	620	703	6,601	2,270	125	106	35,873	35,596	277
August	55,667	10,154	137	816	6,679	2,248	112	162	45,513	44,491	1,022
September	45,076	10,090	793	806	6,755	2,299	126	117	34,986	33,656	1,330
October	37,907	10,240	806	806	6,914	2,220	109	191	27,667	26,690	977
November	39,692	10,371	891	891	6,989	2,200	121	170	29,321	28,369	952
December	42,926	10,069	655	655	7,016	2,176	108	114	32,857	31,643	1,209

<sup>1</sup> Payments to individual beneficiaries under the programs; figures exclude cost of administration.

<sup>2</sup> Amounts certified to the Secretary of the Treasury for payment. Payments under the Social Security Act for any month represent vouchers certified during the month, including retroactive payments, minus cancellations reported during month. Payments under the Railroad Retirement Act for any month represent vouchers certified through the 20th of the month, including retroactive payments, minus cancellations reported; data revised since publication of detailed figures in *Social Security Bulletin*, July 1939 and March 1940.

<sup>3</sup> Amount of checks issued, as reported by the State agencies to the Division of Research and Statistics, Bureau of Employment Security. Figures are gross payments and do not reflect cancellations and refunds. The number of

jurisdictions making such payments has increased as follows: 1936 and 1937, 1; 1938: January, 16; February, 23; April, 25; July, 26; August, 28; September, 29; December, 31; 1939: January, 48; February, 49; July, 51. Operations were suspended in South Dakota July 28 to Sept. 26, 1939.

<sup>4</sup> Amounts certified by regional offices of the Railroad Retirement Board to regional disbursing officers of the Treasury. Figures for any month represent vouchers certified during the month, including retroactive payments minus cancellations reported during the month.

<sup>5</sup> Represents payments for latter half of 1937 only.

<sup>6</sup> Less than \$500.

<sup>7</sup> Includes \$1.2 million paid in Ohio as adjustments on payments for previous months of 1939, resulting from recalculation of weekly benefit amounts in accordance with a court decision.



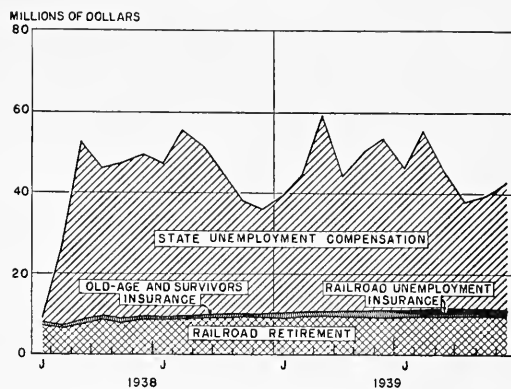
Even for past years, however, the amounts given above do not reflect the importance of social insurance if consideration is given also to related public systems to insure workers against wage loss occasioned by old age or disability. For more than a generation payments have been made to injured workers under State workmen's compensation laws, and for a similar period retirement payments and, in some instances, disability payments have been made to public employees under systems maintained by Federal, State, and local governments. All these programs share in the characteristics of social insurance in that they are public systems which provide for specified payments to covered workers, determined by records of previous employment or wages and financed by contributions from employers and employees, in some instances supplemented by contributions from general revenues. Under such a definition of social insurance, there might also be included the annual payments totaling nearly \$400 million to disabled veterans of the World War and to survivors of such veterans, since the right to these payments arises from specified "employment." No comprehensive data are yet available currently on payments under workmen's compensation laws or retirement systems for public employees. It may be estimated that the former represent about \$250 million a year; the latter, about \$180 million. In all, therefore, insurance payments in 1939 under the social security programs and other public programs probably represented a total of nearly \$1.4 billion.<sup>1</sup>

Because of the limitations of the data now available, this summary of social insurance payments and beneficiaries in the years 1937-39 relates only to the programs for unemployment insurance and old-age and survivors insurance established under the Social Security Act and related State legislation and under the Federal legislation for railroad workers.<sup>2</sup>

### Benefits Under the Four Programs

In 1937 to 1939 the only payments under the old-age insurance provisions of the Social Security Act were lump-sum payments to covered workers

Chart 6.—Social insurance payments under selected programs, 1938-39<sup>1</sup>



<sup>1</sup> For data on which chart is based see table 15, p. 34.

at age 65 and to survivors of deceased workers, based on the workers' wages in covered employment after December 31, 1936. These payments were relatively insignificant, aggregating only \$10.5 million in 1938 and \$13.9 million in 1939, or 2 percent of total payments under the four programs. With the beginning, in 1940, of monthly benefits to retired aged workers and the added payments for certain types of dependents and survivors, the total payments made under the old-age and survivors insurance program of the Social Security Act will be relatively more significant. Eventually such payments will undoubtedly constitute the largest element in social insurance payments in the United States.

By 1937, the railroad retirement program was providing employee annuities for retired aged workers and for disabled workers who met certain age or service requirements; pensions to former pensioners under private retirement plans operated by the railroads; survivor annuities to the surviving spouses of employee annuitants who elected reduced annuities during their own lifetimes; and death-benefit annuities to next-of-kin of annuitants under the Railroad Retirement Act of 1935 (for 12 months only), as well as lump-sum death payments to survivors of covered workers similar to the lump-sum payments under the 1935 provisions of the Social Security Act. During 1938 and 1939 payments under the Railroad Retirement Act constituted a fairly constant and considerable outlay, aggregating \$98.4 million in 1938 and \$110.7 million in 1939, or approximately 20 per-

<sup>1</sup> The classification used here differs from that on which are based the indexes of income payments in chart 5, p. 32.

<sup>2</sup> For sources of more detailed data, see Social Insurance in General under Bibliographic Notes—General, and entries for Railroad Retirement Act and Railroad Unemployment Insurance Act under notes for Old-Age and Survivors Insurance and Employment Security.



cent of the total under the four programs. By far the largest proportion of these payments have been made to retired workers. In 1939, 72 percent of total railroad retirement payments to individuals went to employee annuitants and 25 percent to pensioners. The three types of payments to survivors together constituted only 3 percent of the total. While the payments to employee annuitants are not separable by type of annuity, some indication of the distribution of the payments during the calendar year 1939 is furnished by data on the number and amount of annuities in force on June 30, 1939. The 90,162 annuities, on which a total of \$5,895,234 was payable monthly, were distributed as follows:

Type of annuity	Percent of annuitants	Percent of annuities
Age annuities, 65 or over.....	79.9	79.1
Age annuities, 60-65 <sup>1</sup> .....	4.0	3.9
Disability annuities, 30 years of service.....	12.1	14.8
Disability annuities, aged 60-65 years, less than 30 years of service <sup>1</sup> .....	4.0	2.2

<sup>1</sup> Annuity reduced for each calendar month by which annuitant is under 65 at time of accrual.

The largest amounts of social insurance benefits in 1938 and 1939, aggregating nearly \$400 million in 1938 and \$430 million in 1939, were paid by State unemployment compensation agencies. Benefits under the Railroad Unemployment Insurance Act, first payable in July 1939 to unemployed railroad workers who had formerly been covered by State unemployment compensation laws, aggregated \$5.8 million and constituted about 1 percent of the payments to individuals under these four programs in 1939.

Since the unemployment compensation payments account for three-fourths of the social insurance payments reported for both 1938 and 1939, the fluctuations in total payments from month to month are influenced most by the fluctuations in the unemployment compensation payments. Chart 6, page 35, indicates a general increase in payments under the Railroad Retirement Act during the period, a general increase in lump-sum payments under the Social Security Act until the August 1939 amendment which

Table 16.—Individuals receiving social insurance payments under selected programs, by months, 1938-39

[In thousands]

Year and month	Old-age and survivors Insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act		Under the Railroad Retirement Act				Under State unemployment compensation laws <sup>4</sup>	Under the Railroad Unemployment Insurance Act <sup>5</sup>
	Lump-sum payments at age 65	Lump-sum death pay-ments	Employee annuities <sup>1</sup>	Pensions to former carrier pensioners <sup>1</sup>	Survivor and death-benefit annuities <sup>1 2</sup>	Lump-sum death pay-ments <sup>3</sup>		
1938								
January	10.8	12.7	44.5	46.0	1.0	( <sup>6</sup> )		
February	6.9	9.4	47.2	45.5	1.1	( <sup>6</sup> )		
March	9.1	12.8	51.1	45.1	1.1	0.1		
April	8.1	11.2	56.4	44.7	1.4	.1		
May	7.3	10.0	59.1	44.3	1.4	.2		
June	7.1	10.9	62.9	43.9	1.5	.2		
July	6.1	8.9	65.6	43.5	1.5	.3		
August	6.6	8.2	68.8	43.2	1.6	.6		
September	7.4	9.7	71.7	42.9	1.8	.7		
October	7.8	9.7	74.5	42.5	1.9	.5		
November	7.4	9.3	77.4	42.3	2.0	.6		
December	7.2	9.0	78.6	41.9	2.0	1.4		
1939								
January	8.3	10.5	81.4	41.5	2.1	1.7	657.2	
February	7.7	9.7	83.5	41.1	2.2	1.9	769.8	
March	9.5	12.1	85.5	40.6	2.3	2.6	833.2	
April	8.4	11.0	87.1	40.2	2.4	2.2	685.1	
May	8.6	10.6	88.7	39.9	2.5	1.6	776.0	
June	7.9	10.3	90.2	39.5	2.6	1.3	802.2	
July	7.4	8.3	91.5	39.1	2.6	.8	764.9	18.3
August	1.5	9.4	92.7	38.8	2.6	1.2	797.2	30.5
September		8.6	94.0	38.6	2.7	.9	729.9	50.2
October		8.6	95.5	38.2	2.7	1.3	501.7	30.5
November		9.4	97.0	37.9	2.7	1.2	637.0	28.3
December		6.8	98.5	37.5	2.8	.7	658.3	37.3

<sup>1</sup> Number of individuals on the rolls at end of specified month, based on month in which annuity or pension was certified or terminated upon notice of death rather than on month in which annuity or pension began to accrue or beneficiary died.

<sup>2</sup> Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>3</sup> Based on months ended on 20th calendar day; 2 or more individuals sharing 1 lump-sum payment are counted as 1.

<sup>4</sup> Number of individuals receiving benefits during middle week of specified month, except that for 5 States in January and 1 in February and March number of payments in the middle week is substituted for the number of individuals receiving payments, and that for 9 States beginning benefit payments in January number of payments in the final week of January is included. Data for 1938 not available.

<sup>5</sup> Number of individuals receiving benefits during second and third weeks of month, for days of unemployment in registration periods of 15 consecutive days.

<sup>6</sup> Less than 50.



abolished lump-sum payments to workers at age 65, and extreme fluctuations in the curve of unemployment benefits. As a short-term program, unemployment compensation will undoubtedly always show wider fluctuations in amount of payments than the programs for old-age and survivors insurance. The pattern for each benefit year for unemployment compensation will be influenced by seasonal unemployment and by exhaustion of benefit rights. In addition, in these first 2 years, many special administrative factors contributed to the large fluctuations. These factors included the different periods at which benefit-payment operations began in different States (pp. 107, 122), the delays in benefit payments resulting from unexpected volumes of claims in States beginning benefit operations in the depressed months of 1938, and the provision in many State laws at that time for quarterly redetermination of benefit rights.

#### *Beneficiaries Under the Programs*

The beneficiaries under these four social insurance programs include individuals receiving a single lump-sum payment or drawing unemployment compensation for a week or two as well as those on retirement or survivors annuity rolls for life. A total of recipients of such diverse types of payments would be meaningless; hence table 16, page 36, indicates the number of beneficiaries for each program and for certain types of payments under the old-age and survivors programs, separately.

The numbers receiving lump-sum payments under either the Social Security Act or the railroad retirement program have varied with the length of the month and with various administrative factors; in no month in 1939 did the total number of recipients of lump-sum payments under the two programs exceed 25,000. The numbers receiving monthly payments under the Railroad Retirement Act as measured by the number on the rolls at the end of each month show the steady growth of the system. The total number of annuitants and pensioners totaled nearly 140,000 at the end of 1939. As would be expected, the number of pensioners transferred from the pension rolls of the railroads is steadily decreasing because of deaths among this group, whose average age was 75 in July 1939. The decrease in pensioners, however, is more than offset by the increase in employee annuitants.

It is estimated that during 1939 between 4.8

million and 5 million workers received at least one unemployment compensation payment (see p. 111). The monthly trend is shown in table 16, page 36, in terms of the number of individuals receiving benefits during the middle week of each month, varying, as did the payments under this program, from a high of more than 833,000 beneficiaries in March to a low of 502,000 in October.

During the 6 months of operation of the special railroad unemployment insurance program nearly 97,000 individuals were certified for one or more benefit payments. Since these payments are for days of unemployment within any period of 15 consecutive days, the number of payments in 1 week of the month is no measure of the number of railroad workers who receive benefits during the month. Measured in terms of the number of payments in the second and third week of the month, the monthly rolls varied from 18,000 in July to 50,000 in September.

#### *State Distribution of 1939 Payments*

Table 17, page 38, shows the distribution by States of the \$560 million paid in social insurance benefits in the calendar year 1939. This table is significant in that it indicates the contribution to the income of State residents from these social insurance programs. Special estimates were made for the Federal Railroad Retirement Board programs, which are not ordinarily reported on a State basis. These estimates assume a distribution for the calendar year 1939 similar to the actual distribution of each type of monthly benefit in force on June 30, 1939, by the State to which the first check was mailed, ignoring interstate movements of annuitants and pensioners after the first payment. The railroad unemployment insurance figures are based on current mailing addresses of beneficiaries and are estimated from a 20-percent sample of certifications for each day in each regional office. State unemployment compensation payments are classified by the paying State with no adjustment for out-of-State payments to commuters or to former workers who have moved to other States where they file claims under the interstate claims procedure. For most States, payments as liable State to out-of-State workers balance payments coming into the State from other State employment security agencies during a year. For most States also, according to available statistics on interstate claims the payments made to



Table 17.—Social insurance payments under selected programs, by States, calendar year 1939<sup>1</sup>

[In thousands]

State	Total	Old-age and survivors insurance payments							Unemployment insurance payments		
		Total	Under the Social Security Act		Under the Railroad Retirement Act				Total	Under State un-employment-compensation laws <sup>2</sup>	Under the Railroad Unemployment Insurance Act <sup>3</sup>
			Lump-sum payments at age 65 <sup>4</sup>	Lump-sum death payments <sup>5</sup>	Employee annuities <sup>6</sup>	Pensions to former carrier pensioners <sup>7</sup>	Survivor and death-benefit annuities <sup>8</sup>	Lump-sum death pay-ments <sup>9</sup>			
Total.....	\$559,850	\$124,263	\$4,574	\$9,321	\$79,541	\$27,484	\$1,445	\$1,898	\$435,587	\$429,820	\$5,767
Alabama.....	5,747	1,355	35	111	1,046	112	23	28	4,392	4,295	97
Alaska.....	374	38	1	0	11	0	0	( <sup>1</sup> )	356	346	10
Arizona.....	1,883	333	10	25	230	60	2	6	1,550	1,521	28
Arkansas.....	2,911	991	13	46	749	145	18	20	1,920	1,816	104
California.....	45,537	6,694	276	609	3,686	1,967	64	92	38,843	38,592	251
Colorado.....	5,054	1,489	40	64	981	365	15	24	3,565	3,471	94
Connecticut.....	6,239	1,103	117	174	522	260	13	17	5,136	5,121	15
Delaware.....	1,353	599	13	24	326	230	1	5	754	712	42
District of Columbia.....	1,901	448	19	46	271	95	6	11	1,453	1,437	16
Florida.....	5,263	1,535	33	82	1,102	192	15	20	3,728	3,504	224
Georgia.....	4,882	1,525	44	117	1,102	192	26	44	3,357	3,240	117
Hawaii.....	332	43	9	16	16	0	0	2	289	287	2
Idaho.....	2,510	316	10	22	193	83	4	4	2,194	2,170	24
Illinois.....	26,506	9,186	351	803	5,987	1,734	139	172	17,320	16,797	523
Indiana.....	15,259	4,846	134	239	3,299	1,042	66	66	10,413	10,254	159
Iowa.....	8,711	3,309	64	100	2,427	633	48	37	5,402	5,262	140
Kansas.....	4,888	2,445	33	71	1,741	530	33	37	2,445	2,388	155
Kentucky.....	7,154	2,162	50	122	1,572	348	29	41	4,992	4,867	125
Louisiana.....	7,000	962	35	100	622	173	13	19	6,038	5,940	98
Maine.....	3,897	788	35	47	533	145	17	11	3,109	3,044	65
Maryland.....	8,256	2,442	63	151	1,481	695	16	36	5,814	5,764	50
Massachusetts.....	23,021	3,231	273	394	1,563	616	39	45	19,791	19,694	97
Michigan.....	40,837	3,531	189	465	2,086	743	46	52	37,306	37,161	145
Minnesota.....	11,184	3,430	87	144	2,273	833	46	48	7,750	7,601	153
Mississippi.....	2,338	816	11	36	587	159	9	14	1,522	1,447	75
Missouri.....	9,751	4,039	136	230	2,768	788	54	63	5,712	5,465	247
Montana.....	1,473	675	17	41	497	102	7	11	798	765	33
Nebraska.....	2,717	1,347	23	42	795	447	18	22	1,370	1,305	65
Nevada.....	951	126	4	8	91	18	2	2	825	816	9
New Hampshire.....	2,183	612	22	32	462	81	11	4	1,571	1,553	18
New Jersey.....	19,980	4,965	252	465	2,881	1,251	42	74	15,015	14,911	104
New Mexico.....	1,560	306	4	15	208	71	4	4	1,254	1,226	28
New York.....	91,014	10,531	601	1,353	6,029	2,268	109	171	80,483	79,949	534
North Carolina.....	5,594	1,121	41	132	788	106	29	25	4,473	4,412	61
North Dakota.....	934	350	5	13	242	78	3	9	584	545	39
Ohio.....	32,536	8,630	364	648	5,432	1,968	77	121	23,906	23,687	219
Oklahoma.....	5,202	837	30	84	597	102	10	14	4,365	4,244	121
Oregon.....	5,148	1,034	38	74	648	253	8	13	4,114	4,073	41
Pennsylvania.....	73,563	18,427	552	951	11,525	5,057	147	195	55,136	54,676	460
Rhode Island.....	5,259	449	56	76	195	108	10	4	5,810	5,805	5
South Carolina.....	2,773	589	18	66	442	40	12	11	2,184	2,146	38
South Dakota.....	720	304	8	13	234	40	4	5	416	394	22
Tennessee.....	6,722	2,013	39	119	1,560	217	43	35	4,709	4,582	127
Texas.....	14,394	3,393	76	279	2,234	685	39	86	11,001	10,605	396
Utah.....	2,252	517	15	31	338	113	8	12	1,735	1,696	39
Vermont.....	1,007	416	16	21	306	62	6	5	591	575	16
Virginia.....	7,182	2,582	57	132	1,740	562	30	61	4,600	4,493	107
Washington.....	8,127	1,918	72	132	1,353	316	21	24	6,209	6,153	56
West Virginia.....	6,057	1,748	51	130	1,151	379	11	26	4,309	4,220	89
Wisconsin.....	6,670	2,803	126	191	2,013	477	48	38	3,777	3,676	101
Wyoming.....	1,411	237	5	14	145	64	3	6	1,174	1,154	20
Foreign.....	633	608	1	15	386	193	7	6	25	-----	25

<sup>1</sup> Payments to individual beneficiaries under the program; figures exclude cost of administration. Payments under the Social Security Act for any month represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. Payments under the Railroad Retirement Act differ from revised figures in Table 15; they represent vouchers certified to the Secretary of the Treasury during the month, including retroactive payments, minus cancellations reported during the month. See Table 15 (footnotes 3 and 4) for explanation of items included in unemployment insurance payments.

<sup>2</sup> By State of residence of beneficiary.

<sup>3</sup> Estimated; total payments for calendar year distributed by States on

basis of percentage distribution of all annuities and pensions in force June 30, 1939, by State to which first check was mailed.

<sup>4</sup> Estimated; total payments for calendar year distributed by States on basis of percentage distribution of all lump-sum payments certified through June 30, 1939, by State to which check was mailed.

<sup>5</sup> By State by which payment was made.

<sup>6</sup> Estimated; based on distribution of 20-percent sample of certifications for each day in each regional office by State of residence as given in mailing address of beneficiary.

<sup>7</sup> Less than \$500.



out-of-State workers represent a small proportion of total payments.

The 10 most populous States,<sup>3</sup> with 52.3 percent of the population of the country, accounted for 67.5 percent of the payments in 1939. Most of these 10 States are highly industrialized, with a higher than average proportion of their workers covered by these social insurance programs. Aggregate payments under the four programs in New York amounted to \$91.0 million or 16.3 percent of the total payments in the continental United States. Pennsylvania was next with \$73.6 million or 13.2 percent. California, Michigan, and Ohio followed with \$45.5, \$40.8, and \$32.5 million, respectively. The Illinois figure of \$26.5 million would have been greater if unemployment benefits had been payable in that State throughout the year.

The State distributions of the various types of payments follow different patterns. The State unemployment compensation payments show the greatest concentration in the 10 most populous States—70.3 percent of the total—and railroad unemployment insurance, the least—50.9 percent of the total. These 10 States are in general high-wage States, and the relatively high total of unemployment compensation payments in these States reflects both the amount of compensable unemployment and the level of wages upon which the benefits were based.

<sup>3</sup> In order of population, New York, Pennsylvania, Illinois, Ohio, Texas, California, Michigan, Massachusetts, New Jersey, and Missouri. Omitting Illinois, Texas, and Missouri, where the proportion of total payments was less than the proportion of total population, 7 States with 38.3 percent of the population accounted for 58.5 percent of the payments. Population figures estimated, as of July 1, 1937, by the U. S. Bureau of the Census.

The smaller degree of concentration for railroad unemployment insurance reflects a wider geographic dispersion of employment and greater uniformity of wage scales in the railroad industry, as well as special characteristics of payments for the last 6 months of the year only. A full year's benefits would undoubtedly show a different distribution by States because of differences between the various sections of the country in the seasonality of unemployment in the railroad industry.

State distributions of all payments under the Railroad Retirement Act are influenced by the distribution of railroad employees resulting from the location of railroad headquarters and division points. For each type of benefit, payments to beneficiaries in Pennsylvania, for instance, exceed those in New York. The State distribution of pensions shows considerable variation from that of annuities, principally because of the uneven distribution of private pension plans under which these pensioners were originally retired and because of differences in their benefit provisions.

Lump-sum payments under the Social Security Act show much more concentration in the populous States than similar payments under the Railroad Retirement Act—66.9 in contrast to 56.7 percent. This variation is probably due in part to the different distribution of covered workers under the two acts and in part to the absence of regional wage differentials for skilled trades in the railroad industry. Under both acts lump-sum payments are a percentage of aggregate wages in covered employment after December 31, 1936.







• III •

## **OLD-AGE AND SURVIVORS INSURANCE**







# Applicants for Account Numbers, 1936-39

ONE OF THE FIRST operations in the establishment of Federal old-age insurance under the Social Security Act was the assignment of account numbers to the millions of workers to be covered by the program. Some identification other than a worker's name was necessary to distinguish his wage record so that—in spite of transfers from one job to another, from State to State, or to and from covered employment—his account might contain a complete record of the taxable wages reported for him by his employers. An account designated by number is set up in the Baltimore office of the Social Security Board for each applicant; the coding system used in assigning account numbers is such that the number assigned indicates the State in which the worker was located when he applied and the approximate date of his application. Employer reports of wages paid to workers in covered employment list each employee by account number as well as by name. State agencies also require the use of these account numbers to identify the wage records of workers covered by State unemployment compensation laws.

## Total Numbers Assigned

A total of 47.7 million account numbers had been assigned by the end of 1939 (table 1 below). This number is a net figure, after deduction of voided applications and numbers canceled because of known duplication. Nearly half of the applications were received during the first 3 months of

**Table 1.—Old-age and survivors insurance: Distribution of applications for account numbers by months, 1936-39**

Month	1936	1937	1938	1939
Total <sup>1</sup> .....	17,201,720	20,023,621	6,319,075	5,568,060
January.....		5,987,066	691,945	433,670
February.....		1,177,171	500,487	338,310
March.....		1,622,751	507,423	370,571
April.....		1,028,917	487,848	358,257
May.....		1,025,846	451,631	367,656
June.....		2,253,300	495,836	501,324
July.....		1,907,746	590,017	494,411
August.....		1,591,504	618,553	548,840
September.....		1,063,444	528,022	502,437
October.....		963,730	547,030	614,370
November.....	300,000	713,024	456,924	536,712
December.....	16,901,720	689,422	473,359	501,302

<sup>1</sup> Gross figures; the cumulative total for the years 1936-39, 49,112,476, is reduced by 1,377,919, representing cancellations and voids plus reinstatements, to give a net total of 47,734,557 account numbers.

the assignment program initiated by the Social Security Board in cooperation with the Post Office Department in November 1936. In June 1937, as a result of an agreement between the Board and the Works Progress Administration, numbers were assigned to workers on WPA projects. At approximately the same time the Board authorized the assignment of account numbers to workers in domestic service in private homes, to workers aged 65 and over, and to others who might be covered by State unemployment compensation laws though not by the Federal old-age insurance system. Many unemployed work-

**Table 2.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by age of applicants, 1936-39<sup>1</sup>**

Period, sex, and race	Total	Age (years) <sup>2</sup>							
		Under 15	15-19	20-24	25-34	35-44	45-54	55-64	65 and over
November 1936-December 1937: <sup>3</sup>									
Total.....	100.0	0.2	9.3	18.2	28.7	20.1	13.7	6.8	1.1
Male.....	100.0	.2	7.7	15.9	28.0	21.2	15.5	8.1	1.4
Female.....	100.0	.1	13.4	24.3	30.3	17.2	9.2	3.6	.4
White.....	100.0	.2	9.5	18.5	28.6	20.0	14.0	7.1	1.1
Negro.....	100.0	.3	7.4	16.7	31.5	23.0	12.1	5.4	1.0
Other.....	100.0	.2	5.2	7.9	15.1	9.4	5.0	2.2	.3
January-June 1938:									
Total.....	100.0	.5	18.1	19.3	23.2	15.9	11.7	6.9	4.1
Male.....	100.0	.6	16.8	17.8	21.8	15.9	12.9	8.3	5.5
Female.....	100.0	.2	20.8	22.5	26.0	15.9	9.1	4.0	1.2
White.....	100.0	.5	19.1	19.2	22.1	15.3	11.9	7.2	4.4
Negro.....	100.0	.3	12.4	20.1	29.3	19.3	10.8	5.0	2.1
Other.....	100.0	.3	9.6	17.5	29.8	19.4	11.4	5.4	3.0
July-December 1938:									
Total.....	100.0	1.1	29.6	18.8	20.1	13.2	9.2	5.2	2.2
Male.....	100.0	1.3	28.2	18.5	19.1	12.9	10.0	6.4	3.1
Female.....	100.0	.6	32.0	19.4	21.7	13.6	7.8	3.4	.8
White.....	100.0	1.1	31.6	18.3	18.9	12.7	9.2	5.4	2.3
Negro.....	100.0	.8	18.9	22.3	26.9	16.1	8.8	3.9	1.4
Other.....	100.0	1.7	22.0	17.1	27.4	16.6	9.0	4.2	1.6
January-June 1939:									
Total.....	100.0	.5	28.8	20.2	20.0	13.5	9.4	5.5	2.0
Male.....	100.0	.7	27.5	20.0	18.7	13.1	10.3	6.8	2.7
Female.....	100.0	.3	30.9	20.5	22.1	14.1	7.8	3.3	.9
White.....	100.0	.5	30.7	19.9	18.9	12.9	9.3	5.6	2.1
Negro.....	100.0	.6	16.9	22.6	27.1	16.9	9.3	4.4	1.7
Other.....	100.0	.5	14.6	17.6	29.0	19.5	10.9	6.1	1.4
July-December 1939:									
Total.....	100.0	.9	35.7	17.3	18.1	12.3	8.2	4.0	2.8
Male.....	100.0	1.3	34.4	17.2	16.6	11.6	8.8	5.7	4.2
Female.....	100.0	.3	37.4	17.4	20.1	13.3	7.4	3.1	.9
White.....	100.0	.9	37.7	16.6	17.1	11.9	8.2	4.7	2.9
Negro.....	100.0	.8	22.5	22.2	24.8	15.0	8.3	3.9	1.7
Other.....	100.0	1.1	25.8	16.9	23.5	17.0	8.9	4.5	1.8

<sup>1</sup> Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

<sup>2</sup> For November 1936-December 1937, age as of July 1, 1937; for January 1938-December 1939, age at birthday nearest July 1 of year of application.

<sup>3</sup> Based on 10-percent sample of applications for account numbers issued.



**Table 3.—Old-age and survivors insurance: Percentage distribution of applications for account numbers in specified periods by sex and race of applicants, 1936-39<sup>1</sup>**

Sex and race	November 1936-December 1937 <sup>2</sup>	January-June 1938	July-December 1938	January-June 1939	July-December 1939
Sex, total.....	100.0	100.0	100.0	100.0	100.0
Male.....	72.6	67.0	60.9	61.5	57.5
Female.....	27.4	33.0	39.1	38.5	42.5
Race, total.....	100.0	100.0	100.0	100.0	100.0
White.....	91.0	85.3	84.4	86.4	86.9
Negro.....	7.6	13.7	14.4	12.7	12.3
Other.....	1.4	1.0	1.2	.9	.8

<sup>1</sup> Based on actuarial cards prepared from gross account numbers issued and, during periods specified, placed in alphabetical file.

<sup>2</sup> Based on 10-percent sample of applications for account numbers issued.

ers also applied for account numbers on the theory that their chances for employment would be enhanced by the possession of the social security account cards issued by the Board.

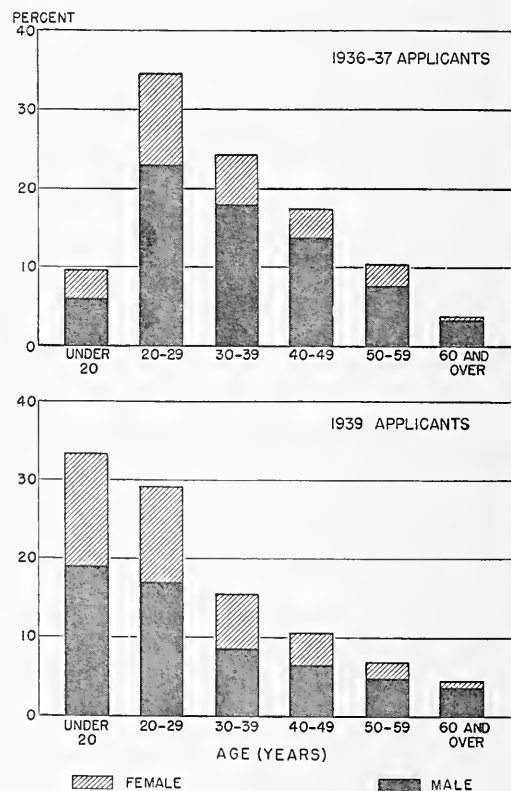
For these various reasons the net totals of account numbers must not be considered a count of individuals who are or have been in covered employment. Despite the fact that the absolute number of applicants represents a larger total than the number of workers with wage records, the characteristics of applicants for account numbers are of interest for the light they throw upon the age, sex, and race distributions of persons who are either regularly or intermittently in covered employment and those who hope, through subsequent employment, to gain the protection of the old-age and survivors insurance system. With the growing maturity of the program, new applicants may reflect accessions to the labor market in the wide range of employments covered.

With the establishment of its field offices, the Board took over from the post offices the responsibility for assigning account numbers. After the first rush of enumeration had subsided and accounts were set up for the applicants, it was possible to clear the record of voided numbers and to correct for multiple numbers assigned to the same individual. The gross figures, however, are useful in measuring the accessions to the labor market or to the program (table 1, p. 43). These figures indicate that an average of more than 520,000 accounts a month were established in 1938 and an average of more than 460,000 in 1939. The average during August-November 1939 rose to 550,000 a month, largely as a result of the 1939 amendments to the Social Security Act which included

under the provisions for old-age and survivors insurance services of workers aged 65 and over in covered employment, bank employees, and seamen.

### Characteristics of Applicants

The age distribution of applicants for account numbers has shifted markedly since the inception of the program (table 2, p. 43, and chart 1 below). In the initial period November 1936-December 1937, only 9.3 percent of the applicants were in the age group 15-19, while more than two-thirds of the applicants were 20-44 years old. In the latter half of 1939, 35.7 percent of the applicants were in the age group 15-19, and more than half were aged 15-24. This change in the age composition of the groups applying for account numbers was to be expected, since the yearly addi-

**Chart 1.—Old-age and survivors insurance: Age and sex distribution of applicants for account numbers in 1936-37 and in 1939<sup>1</sup>**

<sup>1</sup> See tables 2 and 4, pp. 43 and 45.

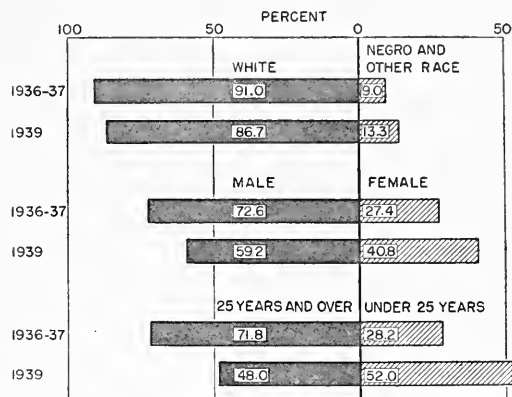


tions to the labor market are normally heavily weighted by persons seeking their first jobs. Were it not for the other sources of additions to the covered population, i. e., persons unemployed, not in the labor market, or engaged in noncovered employment, the applicants for account numbers, after the initial period, would consist almost exclusively of young persons seeking or holding jobs for the first time. It is impossible at present to determine the relative numerical importance of each of these groups in the total for any period.

The distribution of applicants by sex and by race is shown in table 3 (p. 44) and in chart 2. Women comprised 42.5 percent of the total number of applicants during the last 6 months of 1939 as compared with 39.1 percent during the corresponding period in 1938 and 27.4 percent during the period November 1936–December 1937.

The percentage of Negroes declined slightly in the first and second halves of 1939 from their proportion during corresponding periods of 1938. The percentage of Negroes among total applicants during 1938 and 1939 was nearly twice as large as that for the initial period November 1936–December 1937. In the early period women of all races and male Negroes, either because of their own or their employers' ignorance of the require-

Chart 2.—Old-age and survivors insurance: Age, sex, and race distributions of applicants for account numbers in 1936-37 and in 1939 <sup>1</sup>



<sup>1</sup> See tables 2 and 4, pp. 43 and 45.

ments, apparently lagged behind white males in applying for account numbers. Another factor which may account for the shift is the movement into and out of covered industry, which is much greater among women and Negroes than among white males. There has been a tendency on the part of some workers, especially some Negroes, to apply for a new account number with each reentry into covered employment.

Table 4.—Old-age and survivors insurance: Distribution of applications for account numbers by age,<sup>1</sup> sex, and race of applicants, 1939 <sup>2</sup>

Age (years)	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
Total.....	5,945,216	5,154,094	740,963	50,159	3,522,519	2,990,544	494,746	37,229	2,422,697	2,163,550	246,217	12,930
Under 15.....	43,261	37,361	5,468	432	36,376	31,226	4,841	309	6,885	6,135	627	123
15-19.....	1,942,260	1,783,930	147,948	10,382	1,100,892	984,798	109,880	6,214	841,365	799,132	35,068	4,168
20-24.....	1,102,818	928,606	165,570	8,642	650,194	532,509	112,031	5,654	452,624	396,097	53,539	2,985
25-29.....	635,230	515,152	112,819	7,259	350,810	275,812	69,329	5,669	284,420	239,340	43,490	1,590
30-34.....	490,747	406,239	78,725	5,783	268,196	216,231	47,225	4,740	222,551	190,008	31,500	1,043
35-39.....	423,839	348,376	70,053	5,410	233,739	187,807	41,605	4,327	190,100	160,569	29,448	1,083
40-44.....	338,309	287,064	47,566	3,679	198,345	165,275	29,143	2,927	139,964	120,789	18,423	752
45-49.....	288,681	247,947	37,957	2,777	180,211	153,072	24,882	2,257	108,470	94,875	13,075	520
50-54.....	230,708	201,671	26,881	2,156	155,251	134,848	18,556	1,847	75,457	66,823	8,325	309
55-59.....	177,319	155,849	19,895	1,575	126,858	111,002	14,452	1,404	50,461	44,847	5,443	171
60-64.....	118,947	107,301	10,624	1,022	91,620	82,462	8,223	935	27,327	24,839	2,401	87
65 and over.....	144,838	131,402	12,629	807	123,649	112,175	10,722	752	21,189	19,227	1,907	55
Unknown.....	8,259	3,196	4,828	235	6,378	2,327	3,857	194	1,881	869	971	41

<sup>1</sup> Age at birthday nearest July 1, 1939.

<sup>2</sup> Based on actuarial cards prepared from gross account numbers issued and, during 1939, placed in alphabetical file; includes some account numbers issued in 1938.

<sup>3</sup> Excludes 1,607 of unknown sex and/or race.

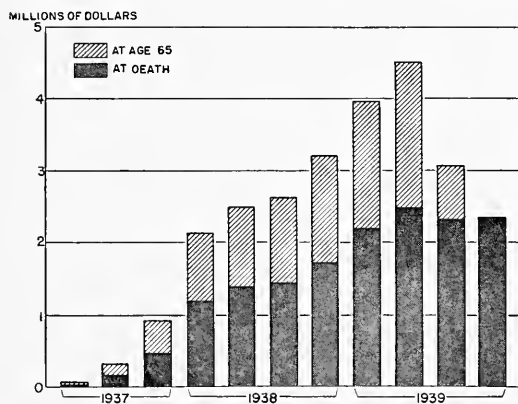


# Claims and Lump-Sum Payments, 1937-39

UNTIL 1940 the only benefits payable under the old-age and survivors insurance program were lump-sum amounts payable to covered workers at age 65 or to the heirs or estates of deceased workers. These payments amounted to 3½ percent of the total taxable wages received by the worker after 1936 and before attaining age 65. The Social Security Act Amendments of 1939 repealed, as of August 10, 1939, the lump-sum payments at age 65; established, beginning with January 1940, a system for payment of monthly benefits to certain survivors and dependents of insured workers; and modified earlier provisions for other monthly benefits and for lump-sum payments at death. Under these amendments, initial payment of monthly benefits was advanced from 1942 to 1940. Except for potential claims for payments based on wages of workers who died prior to 1940, it is possible to summarize all payments made under the original provisions of title II of the Social Security Act.

In the early months of the program lump-sum payments were small because only a short time had elapsed for the accumulation of the wages on which they were based. Many persons eligible for these payments doubtless neglected to file claims, either through ignorance of their rights or through lack of sufficient interest in the small amounts involved.

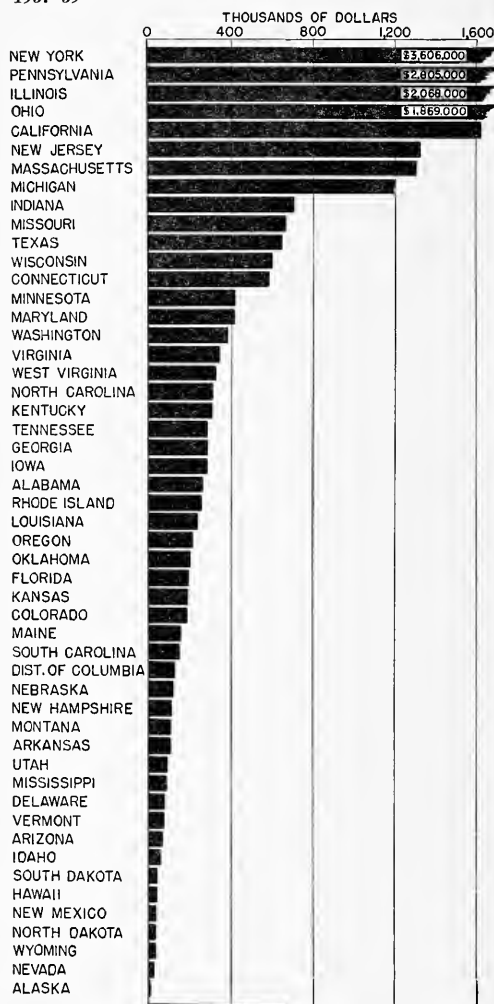
**Chart 3.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, by quarters, 1937-39**<sup>1</sup>



<sup>1</sup> See table 5, p. 47.

In subsequent months more persons filed claims and the levels of payments were higher. In December 1939 the average lump-sum death payment was \$96.93. An average figure for a period longer than a month fails to indicate the gradual growth in size of payments. This increase is reflected in

**Chart 4.—Old-age and survivors insurance: Amount of lump-sum payments under 1935 act, 51 States, 1937-39**<sup>1</sup>



<sup>1</sup> See table 5, p. 47.



Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39

State	1937				1938				1939									
	January-December		January-March		April-June		July-September		October-December		January-March		April-June		July-September		October-December	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
Total.....	53,236	\$1,277,503	61,664	\$2,146,791	54,722	\$2,491,073	46,946	\$2,624,372	50,338	\$3,215,537	57,907	\$3,965,367	56,862	\$4,508,889	35,274	\$3,068,063	24,796	\$2,352,247
Alabama.....	552	8,382	855	22,480	1,000	27,293	771	25,304	722	31,001	940	39,637	886	43,995	573	32,408	465	28,471
Arizona.....	107	2,540	155	4,514	180	7,345	115	5,611	127	8,917	168	9,378	168	10,654	112	7,802	101	7,158
Arkansas.....	121	2,012	473	10,046	330	10,478	262	7,334	297	13,277	394	14,263	423	16,752	288	14,304	234	13,812
California.....	2,427	63,720	3,013	110,794	3,539	156,135	3,810	185,628	3,837	224,607	3,920	265,225	3,428	278,984	1,944	181,751	1,421	158,461
Colorado.....	1,561	11,839	3,714	14,481	3,666	16,964	291	17,033	3,322	22,101	516	30,677	535	33,803	321	23,645	194	13,588
Connecticut.....	1,904	38,265	1,712	57,662	1,169	62,575	960	62,322	938	72,229	1,041	85,272	1,060	101,397	579	61,246	385	43,214
Delaware.....	256	6,702	338	12,137	294	12,981	193	7,518	289	20,341	268	18,691	237	19,308	172	14,565	117	10,879
District of Columbia.....	287	5,659	464	13,186	597	19,619	434	18,872	494	23,081	614	28,251	750	38,576	493	25,746	399	22,860
Florida.....	575	10,622	852	21,724	813	26,373	710	29,438	839	37,089	1,139	46,263	1,013	51,415	715	35,451	584	28,296
Georgia.....	113	2,380	167	4,809	181	5,813	148	6,205	138	6,386	169	8,891	187	10,050	90	6,639	61	5,594
Idaho.....	3,229	93,250	4,261	165,045	3,667	193,528	3,447	216,552	3,502	255,504	3,653	295,707	4,333	392,024	2,793	209,440	1,905	194,066
Illinois.....	1,740	38,767	1,853	47,894	1,676	45,667	1,430	32,560	1,511	37,900	1,990	51,958	1,554	55,559	1,497	37,443	281	23,055
Indiana.....	684	15,804	1,633	40,989	1,570	35,696	1,347	27,950	1,751	37,900	1,990	51,958	1,554	55,559	1,497	37,443	281	23,055
Iowa.....	285	6,264	712	18,781	522	20,982	409	18,854	396	22,536	497	31,586	496	32,239	291	22,062	266	17,981
Kansas.....	453	9,021	714	24,414	873	33,007	714	32,272	665	38,403	873	48,575	902	53,231	628	40,277	416	29,987
Kentucky.....	348	7,670	665	19,609	733	23,065	588	23,264	783	30,919	886	38,743	742	40,215	493	30,882	379	24,600
Louisiana.....	453	8,603	476	13,943	451	17,268	390	17,158	362	19,403	403	25,187	415	29,951	201	14,852	149	11,932
Maine.....	1,021	25,642	934	33,504	812	35,656	727	41,467	897	55,310	993	61,743	871	65,486	562	47,603	405	39,334
Maryland.....	3,447	84,406	3,180	118,110	2,660	131,964	2,229	139,188	2,398	165,878	2,492	202,207	2,494	225,755	1,410	133,125	1,066	105,741
Massachusetts.....	2,268	55,258	2,874	103,081	2,383	120,591	1,908	117,938	2,040	143,238	2,440	188,871	2,381	208,250	1,489	145,607	997	111,688
Michigan.....	2,689	16,031	790	30,736	817	38,933	688	42,934	912	53,376	1,011	67,077	987	79,663	542	50,823	350	33,649
Minnesota.....	1,337	2,014	245	5,855	331	9,038	282	8,593	363	10,852	478	14,242	367	12,966	272	10,839	220	9,558
Mississippi.....	1,303	30,473	1,724	68,988	1,484	65,324	1,118	67,094	1,098	76,153	1,446	102,654	1,573	120,399	1,030	84,900	638	58,174
Missouri.....	264	6,463	241	9,660	215	9,007	150	8,948	180	10,819	269	16,707	248	18,602	164	13,433	106	9,494
Montana.....	181	4,130	285	10,463	371	15,512	264	12,121	261	14,711	409	19,288	363	21,349	183	13,087	117	10,623
Nebraska.....	357	6,462	350	9,422	326	11,657	246	3,153	273	4,364	58	4,198	54	4,290	33	2,951	14	1,251
Nevada.....	2,748	72,474	2,762	115,642	2,006	121,068	1,822	129,615	2,082	166,638	2,391	202,688	2,494	236,811	1,564	158,367	1,002	119,419
New Hampshire.....	52	1,021	172	3,041	65	2,039	68	3,331	69	4,315	76	4,368	98	5,619	64	4,712	53	3,636
New Jersey.....	6,360	175,044	7,085	282,117	6,719	355,766	5,630	362,749	6,221	475,618	6,423	555,986	6,125	616,543	4,104	444,494	2,929	339,277
New Mexico.....	1,002	17,945	1,318	30,318	1,034	28,527	731	28,294	901	36,334	1,107	45,784	1,083	64,735	676	37,547	503	34,260
New York.....	4,384	108,514	5,583	171,812	6,010	212,772	5,622	185,865	5,985	219,419	6,419	280,513	5,547	333,721	3,419	233,918	1,594	157,088
North Carolina.....	281	5,717	602	17,981	562	21,962	442	22,688	517	28,633	539	31,720	469	35,162	343	25,395	247	23,325
Ohio.....	493	10,957	550	17,981	562	21,962	442	22,688	517	28,633	539	31,720	469	35,162	343	25,395	247	23,325
Oregon.....	7,065	164,703	6,724	250,184	5,061	259,282	4,900	294,412	4,760	333,576	5,633	431,206	5,775	497,871	3,437	327,339	2,329	246,398
Pennsylvania.....	768	17,710	588	20,860	505	24,116	449	27,684	596	32,574	615	42,584	693	42,331	284	27,387	213	20,219
Rhode Island.....	294	4,005	608	12,173	591	15,357	454	15,326	519	18,577	673	22,245	663	26,449	496	19,386	352	16,234
South Carolina.....	67	1,268	67	2,013	105	3,913	79	3,901	82	4,777	128	6,325	122	7,187	77	4,408	46	3,408
South Dakota.....	284	4,005	608	12,173	591	15,357	454	15,326	519	18,577	673	22,245	663	26,449	496	19,386	352	16,234
Tennessee.....	476	9,027	607	24,625	907	28,276	769	32,144	838	35,119	1,124	49,442	935	46,418	602	34,891	435	26,993
Texas.....	1,202	28,925	1,880	54,425	2,086	68,135	1,901	63,666	1,447	75,761	1,852	103,307	1,738	112,244	1,026	70,509	896	68,890
Utah.....	240	5,311	190	6,688	188	9,638	132	7,958	183	11,349	237	13,077	217	15,929	117	10,039	84	6,696
Vermont.....	218	4,512	182	5,542	167	7,095	135	7,338	209	10,861	208	10,861	168	11,384	115	8,085	75	6,339
Virginia.....	836	17,519	1,087	29,703	940	32,902	767	32,961	945	42,938	978	56,725	939	58,590	649	41,785	511	38,371
Washington.....	887	19,974	1,002	33,180	1,035	40,679	921	41,567	870	50,271	1,009	65,025	951	64,058	498	41,926	380	33,113
West Virginia.....	729	16,016	869	26,497	921	36,369	664	33,657	969	38,619	800	53,414	762	53,228	506	40,038	367	32,761
Wisconsin.....	1,684	35,100	1,767	51,407	1,066	33,264	1,127	63,400	1,485	48,500	1,111	68,061	1,060	111,611	681	58,025	461	42,869
Wyoming.....	63	1,027	82	2,281	63	3,064	63	3,157	45	2,552	118	6,566	90	6,039	48	3,573	46	3,347
Foreign.....	35	869	35	1,527	34	1,393	50	2,933	52	3,056	47	2,873	64	4,893	63	5,173	35	3,091
Alaska.....	17	117	13	518	23	957	22	1,138	18	1,434	35	2,443	35	2,443	26	2,180	10	1,073
Hawaii.....	577	1,608	67	1,608	75	3,035	52	2,668	64	4,177	105	6,391	125	8,149	93	6,090	49	4,034

See footnote at end of table.



Table 5.—Old-age and survivors insurance: Number and amount of lump-sum payments under 1935 act, by States and by quarters, 1937-39—Con.

State	1937				1938				1939									
	January-December		January-March		April-June		July-September		October-December		January-March		April-June		July-September		October-December	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
Lump-sum payments at age 65																		
Total	27,406	\$650,661	26,830	\$947,464	22,531	\$1,100,692	20,055	\$1,174,006	22,373	\$1,453,473	25,560	\$1,778,201	24,892	\$2,040,276	8,906	\$756,531		
Alabama	187	2,745	247	7,160	184	6,800	162	6,778	206	9,026	315	14,739	295	15,089	87	4,974		
Arizona	58	1,353	55	1,223	53	1,379	39	1,379	47	3,471	62	3,836	65	4,949	19	1,391		
California	1,144	27,823	1,214	45,000	1,171	66,737	2,160	92,555	2,046	105,811	1,800	119,772	1,555	188,549	471	37,539		
Colorado	332	6,684	358	7,150	324	6,269	306	7,069	147	11,395	260	15,103	254	17,032	104	7,457		
Connecticut	970	25,155	846	33,472	949	32,063	906	35,142	465	38,455	403	42,600	554	53,044	187	19,091		
Delaware	128	2,783	96	3,715	69	3,066	64	3,293	78	4,853	76	7,944	68	5,761	17	1,486		
District of Columbia	134	3,271	170	6,352	139	6,350	73	4,891	145	10,969	94	7,939	78	6,868	48	3,824		
Florida	240	4,078	224	6,382	213	5,699	193	6,376	316	13,657	545	19,503	319	18,377	116	5,221		
Georgia	52	1,201	77	2,530	70	2,306	61	2,664	65	2,868	74	3,299	75	4,149	35	2,156		
Idaho	1,798	44,266	1,788	64,515	1,621	87,223	1,385	92,693	1,440	112,653	1,488	124,216	1,935	167,423	720	59,789		
Illinois	900	19,288	832	27,610	708	31,880	624	33,835	618	41,139	697	48,235	888	62,847	307	23,068		
Indiana	260	5,997	351	9,104	291	13,591	270	12,396	411	20,000	991	29,064	917	25,869	126	9,025		
Iowa	260	5,382	315	9,004	287	13,375	249	11,820	259	16,136	320	20,109	320	22,108	115	7,417		
Kentucky	179	4,269	199	6,366	160	7,038	208	9,063	368	11,503	369	16,712	246	13,815	58	4,089		
Louisiana	307	5,809	292	8,282	213	9,202	195	9,346	205	12,122	218	14,526	207	16,007	60	4,648		
Maine	497	11,951	377	14,095	345	14,524	313	18,413	458	25,977	414	26,825	352	27,278	111	8,591		
Maryland	2,253	56,892	1,803	65,892	1,292	67,700	1,208	81,360	1,250	87,162	1,242	106,899	1,302	122,552	468	43,771		
Massachusetts	951	22,609	1,105	38,888	930	47,770	674	43,283	731	53,123	931	73,725	909	80,838	373	34,361		
Michigan	399	8,833	67	1,489	67	2,186	61	2,270	172	4,790	216	4,776	136	39,142	156	15,961		
Minnesota	52	15,823	765	27,146	670	31,962	462	29,444	453	33,961	701	54,226	709	56,385	302	25,105		
Mississippi	128	3,241	106	4,585	77	3,613	57	3,720	60	3,720	100	6,341	114	8,535	32	2,626		
Montana	29	2,157	108	3,874	96	2,154	196	5,013	110	6,853	251	10,721	180	8,349	54	3,555		
Nebraska	239	4,501	171	4,502	149	5,407	139	7,433	129	8,967	143	7,990	131	6,586	49	4,461		
New Hampshire	1,269	33,363	1,228	50,659	859	54,730	793	57,687	929	80,642	1,032	96,084	1,173	112,816	468	43,361		
New Jersey	1,267	33,677	1,008	1,419	1,419	680	15	680	15	1,118	25	1,351	22	1,445	11	852		
New Mexico	3,265	87,163	3,265	129,805	2,777	133,568	2,388	162,398	2,552	208,806	2,591	229,171	2,557	265,703	1,043	106,197		
New York	29	6,614	251	8,295	251	10,159	190	8,279	305	13,252	423	46,032	316	18,533	104	5,381		
North Carolina	293	54,619	210	76,639	1,657	86,630	1,334	83,571	1,413	109,580	1,718	135,435	1,743	161,731	723	69,390		
Ohio	120	3,419	210	6,082	137	7,042	97	4,960	112	7,099	170	10,556	234	15,171	65	3,431		
Oklahoma	296	6,226	313	8,980	287	9,416	192	9,045	280	15,177	281	14,913	228	16,387	75	6,451		
Pennsylvania	481	11,874	297	20,889	222	10,818	224	15,307	363	19,555	339	22,097	254	24,162	92	9,945		
Rhode Island	108	1,069	104	3,147	113	4,264	118	4,345	180	7,655	236	6,806	172	9,497	43	1,926		
South Carolina	33	635	24	802	35	1,564	34	2,375	30	2,069	76	3,663	45	3,445	15	926		
Tennessee	228	4,422	286	8,510	248	9,360	204	11,110	366	14,517	530	18,644	285	14,489	87	5,898		
Texas	412	9,463	699	19,228	716	21,750	434	17,188	484	29,459	622	35,102	471	32,698	142	8,403		
Utah	119	2,816	56	1,703	65	3,771	47	4,023	76	6,815	112	6,323	97	7,305	23	1,574		
Vermont	129	2,384	97	7,779	71	3,073	70	4,033	147	6,854	128	6,790	91	5,877	46	3,083		
Virginia	481	9,566	302	12,432	458	17,915	374	12,806	430	18,992	374	20,551	362	28,322	159	11,686		
Washington	489	10,459	494	16,432	560	21,948	482	22,938	390	22,172	521	33,329	402	29,375	125	10,429		
West Virginia	332	7,420	271	8,403	322	13,254	222	11,722	216	13,680	374	20,945	345	22,259	96	7,372		
Wisconsin	858	19,061	680	25,034	548	29,512	527	31,991	536	38,534	550	44,254	712	57,367	276	24,675		
Wyoming	30	470	45	1,219	32	1,454	24	1,293	23	1,042	51	2,718	27	1,551	8	402		
Foreign	7	190	7	282	4	49	7	501	9	632	3	192	7	313	7	492		
Alaska	4	117	7	199	3	193	5	355	5	91	12	634	15	257	35	1,537		
Hawaii	8	187	38	654	34	820	17	1,040	24	1,683	64	3,195	47	4,271	35	1,537		

Lump-sum payments at age 65 1



Lump-sum payments at death 1

Total.....	25,830	\$626,842	24,834	\$1,199,327	32,101	\$1,390,381	26,861	\$1,450,366	27,965	\$1,732,084	32,347	\$2,188,166	31,970	\$2,468,613	26,368	\$2,312,072	24,796	\$2,352,247
Alabama.....	365	5,637	608	15,320	816	20,493	609	18,526	516	21,075	625	24,808	591	28,906	486	28,434	465	28,471
Alaska.....	49	4,977	100	4,959	76	3,752	106	3,752	106	5,542	103	5,542	103	5,705	93	6,410	101	7,153
Arizona.....	1	1,341	315	6,768	224	6,479	192	5,569	192	7,857	242	8,891	276	10,403	251	12,763	234	13,812
Arkansas.....	1,283	35,897	1,799	62,734	1,968	89,388	1,650	92,773	1,791	118,796	2,080	145,453	1,843	160,435	1,477	144,212	1,421	138,461
California.....	2,229	5,155	1,866	10,705	176	9,944	175	9,944	175	10,706	256	15,573	281	16,751	217	16,098	194	15,838
Colorado.....	95	2,683	734	2,913	447	2,908	457	27,400	55	35,093	483	42,672	506	46,853	392	41,605	385	43,214
Delaware.....	1	1,341	315	6,768	224	6,479	192	5,569	192	7,857	242	8,891	276	10,403	251	12,763	234	13,812
District of Columbia.....	125	3,431	168	5,805	155	4,631	120	6,654	144	9,372	174	11,752	159	12,440	123	10,741	117	10,829
Florida.....	147	2,474	294	8,422	431	13,558	315	12,307	328	14,411	418	18,371	461	20,199	377	20,525	359	22,860
Georgia.....	338	5,843	628	15,342	600	17,704	515	20,062	523	23,432	594	26,760	694	31,211	630	30,897	584	28,296
Idaho.....	61	1,779	80	2,279	111	3,507	87	3,511	73	3,518	95	5,592	112	5,901	55	4,453	61	5,594
Illinois.....	1,111	48,343	1,307	27,683	2,755	37,605	1,962	32,859	2,165	42,851	2,388	49,551	2,398	52,412	2,073	47,581	1,905	49,066
Indiana.....	160	3,807	392	10,150	775	12,436	272	11,559	310	17,390	429	22,864	441	25,182	312	23,055	291	23,865
Iowa.....	160	3,807	392	10,150	775	12,436	272	11,559	310	17,390	429	22,864	441	25,182	312	23,055	291	23,865
Kansas.....	148	3,272	352	9,681	599	11,361	231	10,594	226	12,120	272	17,886	272	19,471	198	15,302	206	17,981
Kentucky.....	193	3,639	559	15,410	576	19,632	472	20,452	426	22,267	553	28,766	552	31,123	513	32,602	416	29,797
Louisiana.....	169	4,301	466	13,243	551	16,027	379	13,661	475	19,416	517	22,061	496	26,400	435	26,793	379	24,600
Maine.....	169	4,301	466	13,243	551	16,027	379	13,661	475	19,416	517	22,061	496	26,400	435	26,793	379	24,600
Maryland.....	124	3,691	357	13,469	467	21,122	413	23,054	439	29,333	579	34,918	519	38,208	451	39,012	405	39,334
Massachusetts.....	1,194	27,434	1,377	52,216	1,358	64,194	1,021	57,825	1,148	78,716	1,250	96,308	1,192	106,203	941	95,012	1,006	105,741
Michigan.....	1,277	32,689	1,769	64,193	1,453	72,812	1,234	74,755	1,309	99,105	1,479	115,146	1,472	127,412	1,116	111,246	997	111,688
Minnesota.....	290	7,176	391	15,373	416	18,317	395	24,715	333	33,882	504	34,645	421	40,521	386	34,862	350	33,649
Mississippi.....	85	1,181	178	4,366	264	6,852	221	6,225	191	6,062	262	9,466	231	7,578	227	9,890	220	9,558
Missouri.....	644	15,150	959	31,842	814	33,362	656	37,650	645	42,192	744	48,428	864	64,014	728	59,795	638	58,174
Montana.....	136	3,222	135	5,075	138	5,394	93	5,228	120	7,069	169	10,365	134	10,067	132	10,807	106	9,494
Nebraska.....	12	1,353	17	2,192	34	1,657	140	2,308	131	2,878	158	3,367	133	13,000	129	9,452	117	10,623
Nevada.....	12	1,353	17	2,192	34	1,657	140	2,308	131	2,878	158	3,367	133	13,000	129	9,452	117	10,623
New Hampshire.....	118	1,961	159	4,920	177	6,250	101	4,201	122	7,789	134	7,693	131	8,935	82	6,566	103	8,522
New Jersey.....	1,479	39,111	1,534	64,953	1,147	66,278	1,029	71,928	1,153	85,966	1,347	106,604	1,321	123,995	1,066	115,006	1,002	119,419
New Mexico.....	25	344	64	1,622	46	1,359	53	2,459	49	3,197	51	3,037	76	4,174	53	3,860	53	3,636
New York.....	3,065	88,481	3,820	152,312	3,942	202,198	3,142	200,315	3,669	266,812	3,832	324,815	3,568	350,840	3,061	338,297	2,929	339,277
North Carolina.....	693	11,511	832	21,832	1,052	25,338	911	20,015	946	23,072	684	28,532	767	30,152	572	32,106	563	34,260
North Dakota.....	24	4,231	29	4,582	76	4,638	36	4,750	71	4,815	103	4,981	103	5,148	84	5,316	84	5,481
Ohio.....	1,821	46,245	2,657	99,850	1,932	121,621	1,621	97,580	1,677	113,323	2,038	154,083	1,973	169,011	1,696	167,534	1,541	157,088
Oklahoma.....	161	4,152	392	14,175	308	12,220	254	13,705	227	14,114	233	18,984	313	20,550	278	21,464	272	23,325
Oregon.....	197	4,731	237	8,991	295	12,546	250	13,643	237	13,456	258	16,807	241	18,775	177	16,398	247	22,385
Pennsylvania.....	3,452	81,225	3,580	132,933	2,797	136,126	2,612	149,091	2,516	167,089	3,052	225,109	2,842	241,526	2,481	237,899	2,329	246,398
Rhode Island.....	287	5,886	291	9,071	283	13,298	225	12,377	233	12,749	276	20,487	239	18,169	192	17,442	213	20,219
South Carolina.....	183	2,396	468	9,026	478	11,093	336	10,778	339	11,015	437	15,439	491	16,952	393	17,406	382	16,234
South Dakota.....	28	473	43	1,211	70	2,349	45	1,526	52	2,708	52	2,659	74	3,789	62	3,452	46	3,408
Tennessee.....	248	4,605	654	16,155	659	18,916	555	20,634	472	20,602	594	30,798	650	31,929	515	28,993	435	26,993
Texas.....	790	19,462	1,181	35,197	1,123	46,385	1,067	46,478	983	47,302	1,250	68,205	1,264	79,546	884	62,106	896	68,800
Utah.....	121	2,465	134	4,985	132	5,867	85	4,721	107	6,034	125	6,754	120	8,624	91	8,465	84	6,896
Vermont.....	89	2,238	85	2,763	96	4,022	65	3,315	62	3,276	80	4,071	77	5,507	69	5,002	75	5,339
Virginia.....	289	8,533	718	17,172	691	20,387	511	20,395	515	23,946	685	30,574	577	33,268	490	30,099	511	38,371
Washington.....	328	8,533	718	17,172	691	20,387	511	20,395	515	23,946	685	30,574	577	33,268	490	30,099	511	38,371
West Virginia.....	397	8,533	718	17,172	691	20,387	511	20,395	515	23,946	685	30,574	577	33,268	490	30,099	511	38,371
Wisconsin.....	236	16,849	727	26,173	519	25,722	600	33,909	632	37,968	621	44,284	635	54,622	484	45,389	455	47,161
Wyoming.....	33	557	37	1,002	44	1,580	39	1,864	22	1,510	67	3,848	63	4,188	40	3,103	46	3,347
Foreign.....	28	679	28	1,245	30	1,344	43	2,432	43	2,424	44	2,681	57	4,850	56	4,681	35	3,091
Alaska.....	0	6	0	8	0	17	783	13	816	14	14	816	20	1,886	20	1,852	10	1,073
Hawaii.....	9	396	29	954	41	2,215	35	1,628	40	2,494	41	3,196	48	3,875	58	4,523	49	4,044

1 Figures not adjusted for 1 death payment and 15 cancellations of payments at age 65 which could not be distributed by quarter and State.



the fact that in the last quarter of 1939 alone, when no lump-sum payments at age 65 were made, total payments were nearly double the amount of those made during the 4 quarters of 1937. In 1939, only the third year of the program, total payments were about 11 times as much as in 1937 on more than 3 times as many claims (table 5, p. 47).

### ***Distribution of Claims and Payments***

In all, 441,745 lump-sum payments totaling \$25,651,382 were made during the 3 years 1937-39. The 5 States which had the largest numbers of beneficiaries were New York, Pennsylvania, Illinois, Ohio, and California, in the order named. Nearly half of the total amount paid went to persons in these States, which, since they are highly industrialized and populous, contain a very large proportion of the workers covered by the program (chart 4, p. 46).

Among all claims based on the earnings of wage

earners who attained age 65 or died in 1937,<sup>1</sup> 89 percent related to male wage earners and 11 percent to female workers. White wage earners were represented by about 91 percent of all such claims—by 94 percent of the claims for payments at age 65 and only 89 percent of the claims for death payments. The rest of the claimants were Negroes except for 0.2 percent of "other races" in each category. A study of death claims reveals the fact that about 70 percent of all these deaths occurred between the ages of 35 and 65 years. These percentages are not comparable with the mortality experience of the population as a whole, since the group of wage earners covered by the old-age insurance program differed from the general population in age, sex, and race composition. In 1937, moreover, coverage was limited to workers under 65 years of age.

<sup>1</sup> Based on a study of claims filed in 1938 and 1939 and certified through June 1939, on behalf of wage earners who attained age 65 or died in 1937.



# Wage Records, 1938

THE 31 MILLION WORKERS who some time in 1938 worked in employment covered by the Federal old-age and survivors insurance program received taxable wages of \$26 billion in that year.<sup>1</sup> This amount, however, does not represent the total earnings of these workers. A substantial number of them—and especially those whose taxable earnings fell in the lower wage intervals—are believed to have received additional amounts for services in employments excluded from the Federal program, but the number of such persons and the amount of their wages are at present unknown. Significant and varied information regarding the 31 million workers and the amount of their taxable wages is obtainable from the tabulation made once a year by the Bureau of Old-Age and Survivors Insurance. This tabulation is derived from the wage records kept for each covered worker; these records yield information on age, sex, race, State of employment, annual taxable wages, industry, number of quarters in which taxable wages were earned, and continuity of covered employment in 1937 and 1938.

The wage records for 1938 include earnings taxable for old-age insurance purposes under title VIII of the Social Security Act of 1935. They exclude wages received by persons aged 65 and over, wages in excess of \$3,000 received in the service of each employer in a calendar year, and earnings from work not covered by the system.<sup>2</sup> Of the estimated total of salaries and wages earned in the United States in 1938, approximately 6 percent were nontaxable because of the \$3,000 and age-65 limitations, and 29 percent because they were earned in excluded employments. The wages which were taxable for old-age insurance purposes, therefore, accounted for about 65 percent.<sup>3</sup>

<sup>1</sup> Because a small proportion of the wages reported each year cannot be identified for posting to individual accounts and because some returns are delinquent when the tabulations are made, the totals include an element of estimate. The probable margin of error, however, is believed to be small. Moreover, totals of taxable wages given in this section underestimate somewhat the actual amount of these wages, since, in tabulating amounts for individual workers, cents were dropped.

<sup>2</sup> See p. 67 for principal groups excluded.

<sup>3</sup> Total net salaries and wages paid in the United States in 1938 (excluding such items as work relief, private pensions, social security benefits, compensation for injuries, etc.) are estimated by the National Income Division of the Bureau of Foreign and Domestic Commerce at \$40,423,000,000. See Nathan, Robert R., "National Income at Nearly 70 Billion Dollars in 1939," *Survey of Current Business*, Vol. 20, No. 6 (June 1940), pp. 6-11.

## Tabulating Procedure

Wages taxable for the purposes of old-age insurance are reported for each quarter. The account number and the name of each recipient, with the amount paid him by any one employer, occupies a line on the latter's reporting form and is termed a wage item.

As of May 12, 1939—a date long enough after the end of 1938 to ensure inclusion of the bulk of the 1938 wage reports—the wage items were summarized for posting to the credit of individual workers. In the process of posting, an accounting summary card was made for each employee for whom wages were reported during the year. This card carried the worker's total taxable earnings for 1938 and his cumulative earnings from 1937, as well as a record of his race, sex, age, and the extent of his covered employment. The basic tabulation was made from duplicates of these summary cards.

By May 12, 1939, approximately \$25 billion (96 percent) of the \$26 billion in total taxable wages estimated to have been paid in 1938 could be posted to the individual accounts of employees. Of the 31 million workers estimated to have had taxable wages in 1938, nearly 30 million (96 percent) were represented in this posting and hence in the basic tabulation. This tabulation, however, included a "carry-over" of \$1,605 million in 1937 wage items which were identified for posting after July 9, 1938, and before May 12, 1939.<sup>4</sup> The tabulation also included 745,000 workers who were represented in the deferred items for 1937 and who did not receive taxable wages in 1938.

On the basis of a 5-percent sample of the summary cards for the 1937 carry-over, distributions of wages and workers were developed in sufficient detail to permit deduction of the 1937 figures. Distributions were also worked out for the \$1,168 million in wages and 1.2 million workers estimated as the addition necessary to complete the 1938 tables. Except for table 12 (p. 60), which is based on the unadjusted data of the basic tabula-

<sup>4</sup> The published figures for 1937 included taxable wages for that year identified for posting by July 8, 1938. See Corson, John J., "Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937," *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9, 72-81. These figures are being revised to include all wages reported for 1937.



tion, the accompanying tables represent an approximate 100 percent of all employees with taxable wages in 1938 and their taxable wages in that year.

### Geographic Distribution of Workers

More than half of the workers who received taxable wages in 1938 were in seven States: New York, Pennsylvania, Illinois, California,

**Table 6.—Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by sex and by States<sup>1</sup>**

[Corrected to Aug. 15, 1940]

[Wages in thousands<sup>2</sup>]

State <sup>3</sup>	Total		Male		Female	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	31,000,389	\$26,173,920	22,302,478	\$21,695,511	8,697,911	\$4,478,409
Alabama.....	394,304	225,392	312,198	196,334	82,106	29,058
Alaska.....	19,072	17,761	16,552	16,717	2,520	1,044
Arizona.....	94,563	68,641	76,820	61,475	17,743	7,193
Arkansas.....	194,543	95,747	155,910	84,805	38,633	10,942
California.....	1,944,038	1,808,427	1,394,870	1,502,045	549,168	306,382
Colorado.....	233,818	173,588	172,573	146,228	61,245	27,360
Connecticut.....	560,273	525,311	387,421	425,418	172,852	99,893
Delaware.....	203,944	179,823	140,308	150,918	63,636	28,972
District of Columbia.....	435,393	223,665	321,370	187,243	114,023	36,423
Florida.....	542,162	282,698	370,347	224,642	171,815	58,055
Georgia.....	111,060	63,251	87,817	55,757	23,243	7,495
Hawaii.....	92,915	67,657	72,652	51,400	20,263	6,257
Idaho.....	2,322,026	2,287,854	1,628,466	1,859,327	693,560	428,527
Illinois.....	3,024,074	3,022,630	2,091,463	2,091,463	932,607	931,167
Indiana.....	408,074	287,861	294,137	240,995	113,937	46,866
Iowa.....	279,438	193,724	213,452	169,331	65,986	24,393
Kentucky.....	391,820	251,995	304,105	217,263	87,715	34,732
Louisiana.....	415,326	268,653	331,197	236,600	84,129	32,053
Maine.....	226,553	142,622	157,393	116,691	69,160	25,931
Maryland.....	473,175	373,115	337,967	313,052	135,208	60,063
Massachusetts.....	1,338,583	1,196,876	834,189	939,437	504,394	257,439
Michigan.....	1,492,740	1,355,717	1,146,845	1,180,616	345,895	175,101
Minnesota.....	506,514	422,960	353,913	345,619	152,601	77,341
Mississippi.....	210,638	88,664	163,363	74,939	47,275	13,725
Missouri.....	805,028	660,349	543,658	527,757	261,370	132,592
Montana.....	96,827	75,907	77,777	68,077	19,050	7,829
Nebraska.....	198,033	152,350	141,046	108,859	56,987	23,498
Nevada.....	29,551	20,309	24,460	22,820	2,491	2,491
New Hampshire.....	144,916	100,033	98,140	79,392	46,778	20,641
New Jersey.....	1,196,239	1,166,960	826,524	957,359	369,715	209,602
New Mexico.....	67,206	43,477	55,285	39,773	11,921	3,704
New York.....	4,283,899	4,404,708	2,844,737	3,459,824	1,399,162	944,884
North Carolina.....	655,794	361,750	435,108	289,918	226,686	80,833
North Dakota.....	60,000	38,429	44,184	32,470	16,626	5,953
Ohio.....	1,843,178	1,703,178	1,369,279	1,452,189	473,899	250,899
Oklahoma.....	324,664	240,116	252,296	211,268	72,368	28,843
Oregon.....	267,029	217,534	198,770	186,583	68,259	30,951
Pennsylvania.....	2,697,594	2,426,975	1,968,698	2,055,200	728,896	371,775
Rhode Island.....	248,267	199,993	158,789	153,465	89,478	46,528
South Carolina.....	317,974	153,589	227,441	124,077	90,533	29,512
South Dakota.....	68,268	43,632	50,370	37,240	17,893	6,392
Tennessee.....	483,437	282,479	347,427	233,599	136,010	45,880
Texas.....	1,216,697	814,479	943,384	717,831	273,313	96,648
Utah.....	108,369	80,459	80,057	70,444	28,312	10,015
Vermont.....	76,126	51,918	56,360	44,304	19,766	7,614
Virginia.....	498,021	320,308	302,445	268,419	135,579	51,889
Washington.....	439,032	369,136	318,454	315,037	111,748	54,099
West Virginia.....	396,533	327,411	336,557	299,955	59,976	27,457
Wisconsin.....	670,864	597,457	491,823	505,310	179,041	92,177
Wyoming.....	51,283	39,593	41,772	36,102	9,516	3,491

<sup>1</sup> Excludes 142,433 workers holding railroad retirement account numbers and their taxable wages of \$38,951,968, and 52,297 workers whose sex and/or race was unknown and their taxable wages of \$24,967,250. The totals of this table plus the above exclusions represent an approximate 100 percent of all workers with taxable wages in 1938 and such wages. These totals were derived from the basic tabulation which includes all 1938 taxable wages identified for posting to individual accounts through May 12, 1939, plus all 1937 taxable wages identified for posting after July 9, 1938, and through May 12, 1939, and the workers for whom they were reported. Adjustments were made in this tabulation to exclude all 1937 taxable wages, which amounted to \$1,604,981,112, and 745,087 of the workers represented by those wages who had no taxable wages in 1938. Adjustments were also made to include 1938 taxable wages which were not identified for posting by May 12, 1939, estimated at \$1,168,001,309, and 1,221,385 estimated additional employees who had no 1938 taxable wages identified in time for inclusion in the basic

tabulation. Thus the basic tabulation was cleared of items relating to 1937 wages and workers, and additions were made for the 1938 wages and workers not identified in time to be included in the basic tabulation.

For more detailed statistics than appear in this and the following tables, see Social Security Board, *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938, 1940*. 300 pp. Processed.

<sup>2</sup> Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

<sup>3</sup> State of employment in the basic tabulation was indicated only for workers for whom taxable wages were reported for the fourth quarter of 1938, and their wages for the entire year were allocated to that State. For the remaining 1938 workers, State of registration was utilized in estimating distribution. State of employment: of these workers, 4,846,765 were male and 2,053,531 female, and their taxable wages amounted to \$2,531,487,981 for males and \$467,619,443 for females.



Ohio, Michigan, and Massachusetts (table 6, p. 52). The 4.3 million workers of New York were credited with \$4.4 billion in taxable wages, averaging more than \$1,000 a worker. In Pennsylvania, \$2.4 billion in wages was reported for 2.7 million workers, an average of \$900. The average taxable wage exceeded \$900 in seven other States: Illinois, \$977; New Jersey, \$976; Connecticut, \$938; Alaska, \$931; California, \$930; Ohio, \$924; and Michigan, \$908. The States with average taxable wages of less than \$600 were: Tennessee (which had 483,000 workers), Alabama (394,000), Hawaii (111,000), North Carolina (656,000), Georgia (542,000), Florida (435,000), Arkansas (195,000), South Carolina (318,000), and Mississippi (211,000).

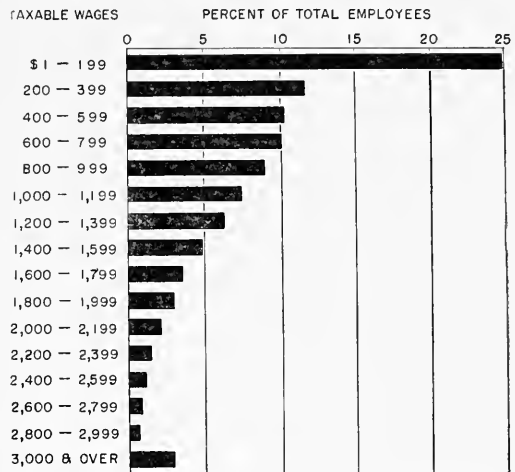
The average taxable wage cannot be interpreted as average income or average earnings of the workers in these States. As indicated earlier, many workers supplement their taxable wages with earnings from employment not covered by the Federal old-age and survivors insurance system. This is particularly the case in southern and central States where agricultural employment, which is excluded from coverage, is a major occupation.

Caution must be used also as to the exactness attributed to the State figures. In the 1938 tabulations, only the workers with wages in the fourth quarter were distributed according to State of employment; workers who had taxable wages in 1938 but not in the fourth quarter were distributed on the basis of the State in which they applied for account numbers, and adjustments were made in this distribution to obtain State of employment. Furthermore, wages for the entire year were allocated to the State of employment in the fourth quarter.

### *Age, Sex, and Earnings*

Of the employees with reported taxable wages in 1938, 66 percent had less than \$1,000 (25 percent less than \$200); 25 percent had \$1,000–\$1,999; 6 percent, \$2,000–\$2,999; and only 3 percent had taxable wages of \$3,000 and over. (See table 7 and chart 5.) A larger percentage of women than of men were in the low-earnings groups; wages of less than \$1,000 were reported for 86 percent of the women but for only 58 percent of the men; 63 percent of the women and only 41 percent of the men had taxable wages of less than \$600. The

**Chart 5.—Old-age and survivors insurance: Percentage distribution of workers with taxable wages in 1938 by amount of such wages<sup>1</sup>**



<sup>1</sup> See table 7, p. 54.

average taxable wage for all women with reported wages in 1938 was \$515; for men, \$973.

Age is also a factor in low wages and serves to some extent to explain the discrepancy between the average for men and for women.<sup>5</sup> Of the 7.7 million workers for whom wages of less than \$200 were reported, nearly half (45 percent) were under 25 years of age (21 percent were under 20, and 24 percent were between 20 and 25). The average taxable wage ranges from \$209 for persons aged less than 20 to \$1,147 for those aged 45–49. Men had the highest average (\$1,279) in the age group 40–44, dropping slightly to \$1,274 at ages 45–49. Women had the highest average (\$643) in the ages 45–49. For both men and women, however, wages were well maintained in the older groups. At ages 60–64, men had an average taxable wage of \$1,094 (12 percent above the average for all men); at these same ages, women received an average taxable wage of \$604 (17 percent above the average for all women). Average taxable wages for both men and women were higher at ages 60–64 than those in any of the age groups under 30 (chart 6).

Many of the workers with small amounts of wages are persons who work in covered employment for short periods only, such as students who

<sup>5</sup> Age at birthday nearest July 1, 1938, was used in the tabulation.



Table 7.—Old-age and survivors insurance: Workers with taxable wages in 1938, by amount of such wages, by age,<sup>1</sup> and by sex<sup>2</sup>  
(Corrected to Aug. 15, 1940)

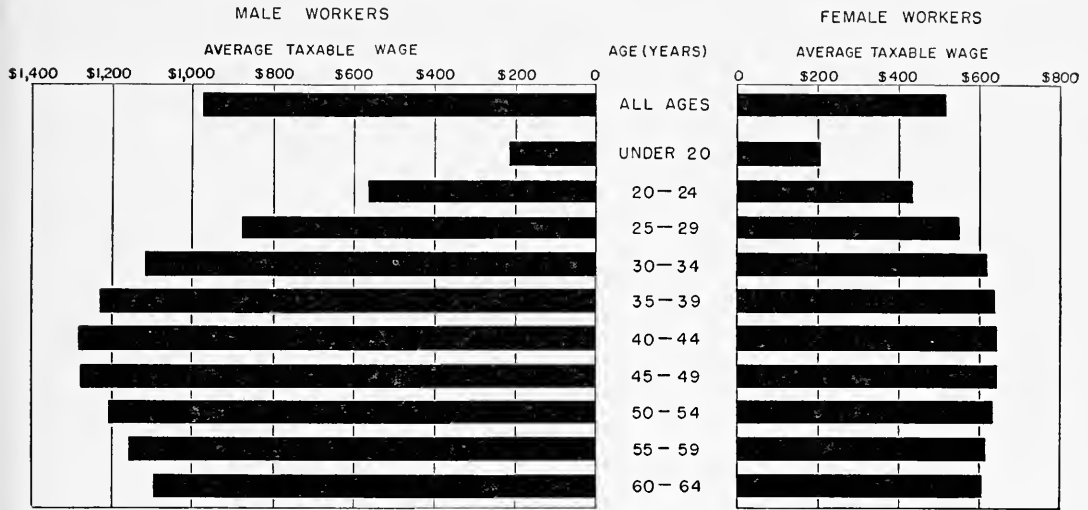
Amount of taxable wages	Age (years)													66 and over	Un-known
	Total	Under 15	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65		
Total															
31,000,389	43,239	2,461,241	5,792,160	5,109,752	4,349,805	3,514,405	3,008,897	2,448,014	1,912,113	1,281,658	788,460	99,771	57,872	72,999	9,974
7,705,324	42,004	1,581,410	3,627,673	1,133,154	786,795	611,257	502,248	405,406	327,266	229,791	146,802	28,790	32,754	49,974	2,841
3,629,125	844	423,757	936,619	619,381	431,483	324,656	267,015	214,594	172,942	123,146	78,801	17,014	8,029	9,581	5,039
3,178,724	201	231,913	811,012	512,460	408,290	307,430	239,546	197,408	166,931	115,350	75,148	12,912	5,024	5,039	3,021
1,830,000	28	160,489	453,324	285,324	218,434	160,489	121,434	93,434	75,434	57,434	43,434	27,434	13,434	1,972	1,072
790,332	12	100,489	253,324	165,324	121,434	93,434	75,434	57,434	43,434	31,434	23,434	17,434	10,434	1,972	1,072
2,322,703	12	17,263	300,829	408,910	383,553	279,048	231,761	193,218	155,350	117,066	69,697	42,067	2,927	1,327	672
1,933,109	11	4,522	205,510	405,889	359,590	271,728	222,100	184,953	146,661	97,389	58,015	4,092	1,678	676	277
1,519,224	10	1,532	102,506	283,730	297,095	233,053	195,600	157,363	119,751	77,503	45,382	2,945	402	277	155
1,057,722	1	430	48,357	176,925	219,832	183,122	154,014	121,969	90,992	56,294	32,005	2,222	402	277	155
824,872	1	163	31,413	103,310	122,291	103,310	83,310	63,310	43,310	23,310	13,310	3,310	113	165	105
634,872	1	163	31,413	103,310	122,291	103,310	83,310	63,310	43,310	23,310	13,310	3,310	113	165	105
443,059	2	38	4	25,968	59,735	65,033	59,821	47,983	33,208	19,561	11,032	722	122	140	110
325,719	2	38	4	25,968	59,735	65,033	59,821	47,983	33,208	19,561	11,032	722	122	140	110
259,036	3	24	1,077	17,229	44,340	52,409	49,866	39,889	28,177	16,284	8,524	493	36	25	25
190,892	3	17	965	10,062	31,211	39,387	30,364	20,672	12,743	6,847	3,436	18	78	78	289
901,781	36	49	2,665	27,661	100,962	138,339	186,076	108,440	126,610	80,788	46,817	2,706	343	343	343
Male															
22,302,478	38,276	1,466,587	3,594,947	3,557,993	3,166,739	2,640,408	2,326,105	1,935,530	1,587,987	1,088,676	688,087	87,909	50,384	54,850	54,850
4,811,600	37,211	933,878	1,054,246	680,306	475,572	378,730	323,300	277,117	239,722	175,766	116,603	24,237	28,510	36,462	36,462
2,295,219	796	258,439	584,561	377,992	296,255	203,526	172,285	145,488	118,138	95,379	63,474	14,781	7,394	7,394	7,394
1,949,039	41	181,743	442,351	336,711	260,169	198,314	161,270	135,133	118,338	86,904	58,879	11,022	4,292	4,009	4,009
1,024,636	15	58,421	140,369	103,571	77,571	57,571	43,571	35,571	29,571	23,571	17,571	9,057	2,016	2,016	2,016
1,837,635	8	1,057	180,375	333,058	288,081	223,359	189,680	163,411	133,272	107,411	83,411	46,039	1,919	1,619	1,619
1,332,286	8	1,422	96,297	252,145	254,737	201,215	172,965	142,487	110,942	72,756	43,268	3,895	1,227	1,227	1,227
1,005,967	1	1,365	46,068	106,237	200,211	165,640	141,195	112,881	85,590	53,419	30,624	2,151	317	317	317
857,746	5	93	24,450	120,677	174,042	153,052	129,975	105,086	74,221	47,505	26,728	1,457	137	137	137
606,086	7	45	11,479	70,065	120,000	115,585	101,238	78,489	56,119	33,649	18,751	1,063	147	147	147
417,144	3	36	5,221	40,792	81,637	81,902	72,500	57,324	39,492	23,686	12,962	817	128	104	104
317,144	2	20	1,481	25,223	51,315	62,785	52,800	42,800	32,800	22,800	12,962	817	128	104	104
250,583	1	16	952	9,842	30,563	43,403	50,834	48,191	38,198	27,194	18,194	9,194	471	30	30
185,439	1	16	952	9,842	30,563	43,403	50,834	48,191	38,198	27,194	18,194	9,194	471	30	30
879,584	21	35	2,366	26,980	98,717	154,600	181,651	164,323	123,407	78,751	45,575	2,068	309	309	309
Female															
8,697,911	4,963	994,654	2,197,213	1,611,759	1,183,066	873,997	682,792	489,484	324,126	192,982	106,373	11,865	7,488	18,149	18,149
2,893,664	4,793	647,532	743,427	432,848	311,223	232,527	178,648	128,269	87,514	54,025	30,109	4,553	4,244	13,512	13,512
1,229,290	43	129,290	293,290	193,290	133,290	93,290	73,290	53,290	33,290	23,290	13,290	4,244	1,742	7,030	7,030
1,194,272	21	57,820	351,788	227,342	168,441	118,533	98,254	71,333	48,793	29,471	15,709	1,840	565	3,752	3,752
865,386	13	21,768	238,665	199,029	132,643	91,191	70,411	49,369	32,372	18,519	10,619	1,604	310	311	311
458,168	2	4,354	90,431	126,815	93,974	61,371	43,398	28,791	18,500	10,619	5,597	430	165	119	119
296,470	4	465	25,135	72,831	70,909	42,369	32,414	21,542	13,809	7,490	3,582	197	100	100	100
160,938	2	110	6,239	31,585	42,958	32,378	22,065	14,876	8,809	4,747	2,314	142	69	69	69
100,938	0	30	1,033	16,815	22,065	14,876	9,876	6,461	3,809	2,065	1,065	100	23	23	23
56,535	0	18	517	5,178	10,543	7,881	4,841	2,841	1,613	813	413	56	18	18	18
30,186	4	18	264	2,209	5,313	6,706	5,905	4,518	2,941	1,613	714	50	18	16	16
16,355	0	12	55	692	2,532	3,441	3,598	2,790	1,997	429	29	11	11	15	15
11,456	0	10	100	745	1,550	2,245	2,318	1,868	1,387	722	462	25	15	9	9
8,453	3	4	191	333	937	1,691	1,691	983	651	340	22	6	6	3	3
8,453	3	4	191	333	937	1,691	1,691	983	651	340	22	6	6	3	3
2,800-\$2,999	22,197	13	14	289	681	2,245	3,759	4,425	4,117	3,203	2,067	1,242	98	48	48

<sup>1</sup> Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown.

<sup>2</sup> Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown.



Chart 6.—Old-age and survivors insurance: Average reported taxable wages for male and female workers, by age, 1938<sup>1</sup>



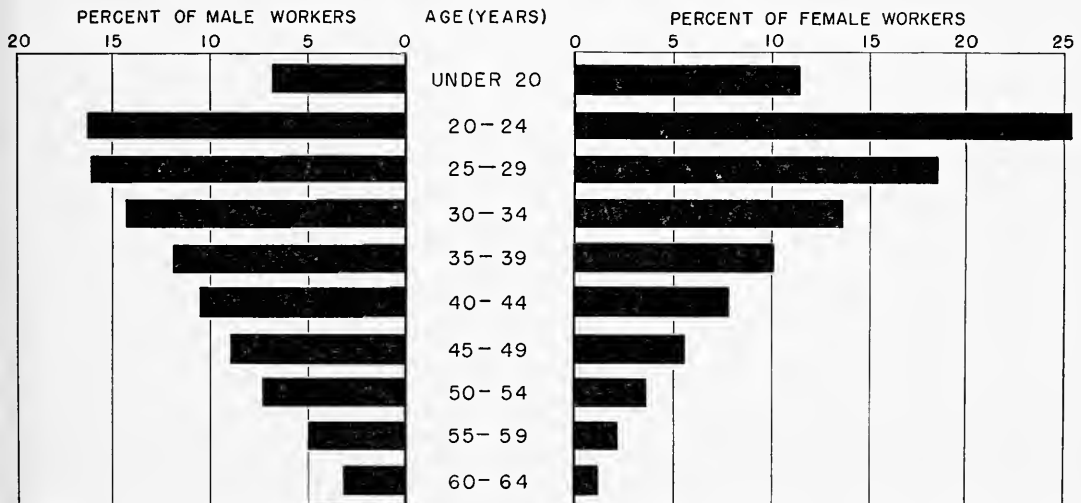
<sup>1</sup> See table 11, p. 59.

enter the labor market in the summer vacation or housewives who take employment during peak periods in such industries as canning and retail trade. Half of the 7.7 million workers with taxable wages of less than \$200 had wages reported in only

1 calendar quarter and another 30 percent had wages reported in only 2 calendar quarters.

The distributions by age and sex of workers with wages in 1938 approximate those found in the preliminary data for 1937. About 72 percent of

Chart 7.—Old-age and survivors insurance: Percentage distribution of male and female workers with taxable wages in 1938, by age<sup>1</sup>



<sup>1</sup> See table 7, p. 54.



the workers were men and 28 percent were women. Women workers were concentrated in the lower age groups; 37 percent of their number were less than 25 years of age as compared with 23 percent of the men. About 25 percent of the men and 13 percent of the women were aged 45 years and

over (chart 7). Although wages of workers aged 65 and over were nontaxable, wage reports were made for some 58,000 individuals whose age exceeded 65 years. Workers recorded in this age group may have misstated their actual ages in the applications for account numbers from which age

**Table 8.—Old-age and survivors insurance: Workers with taxable wages in 1938 and amount of such wages, by race and sex, 16 States<sup>1</sup>**

[Corrected to Aug. 15, 1940]

[Wages in thousands<sup>2</sup>]

State <sup>3</sup>	Total		White		Negro		Other	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
<b>Total</b>								
Alabama.....	394,304	\$225,392	275,824	\$182,807	118,407	\$42,549	73	\$36
Arkansas.....	194,543	95,747	149,763	83,541	44,088	12,160	92	47
Delaware.....	74,306	61,627	66,807	58,796	7,464	2,819	35	12
District of Columbia.....	203,944	179,823	158,305	155,377	45,350	24,247	289	199
Florida.....	435,393	223,665	322,734	194,049	112,503	29,521	156	96
Georgia.....	542,162	282,698	406,612	249,060	135,479	33,608	71	29
Kentucky.....	391,820	261,995	350,358	235,283	41,365	16,642	97	70
Louisiana.....	415,326	268,653	296,372	231,228	118,672	37,374	282	51
Maryland.....	473,175	373,115	408,449	343,279	64,574	29,741	152	96
Mississippi.....	216,638	88,664	128,255	70,732	82,260	17,918	143	13
North Carolina.....	655,764	361,750	512,610	320,707	142,776	40,952	373	91
South Carolina.....	317,974	153,559	244,352	136,292	73,542	17,279	50	18
Tennessee.....	483,437	282,479	398,870	254,241	84,529	28,213	38	25
Virginia.....	498,024	320,308	378,617	278,891	119,245	41,332	162	85
Alaska.....	19,072	17,761	16,372	16,636	48	16	2,652	1,109
Hawaii.....	111,060	63,251	23,846	21,596	70	47	87,144	41,608
<b>Male</b>								
Alabama.....	312,198	\$196,334	203,812	\$155,675	108,322	\$40,624	64	\$34
Arkansas.....	155,910	84,805	114,260	73,208	41,570	11,552	80	45
Delaware.....	52,279	60,918	46,296	48,328	5,956	2,579	27	11
District of Columbia.....	140,308	142,390	102,250	121,392	37,753	20,504	275	194
Florida.....	321,370	187,243	224,739	160,277	96,499	26,882	132	84
Georgia.....	370,347	224,642	259,514	194,700	110,780	29,918	53	24
Kentucky.....	304,105	217,263	269,037	201,816	34,975	15,378	93	69
Louisiana.....	331,197	236,600	226,253	201,581	104,731	34,974	213	44
Maryland.....	337,967	313,052	285,540	285,530	54,253	27,434	138	89
Mississippi.....	163,363	74,339	87,611	67,944	75,615	16,983	137	11
North Carolina.....	435,108	280,918	333,923	248,673	100,850	32,156	355	88
South Carolina.....	227,441	124,077	162,498	107,999	64,896	16,061	47	17
Tennessee.....	347,427	233,599	275,766	208,159	71,626	25,415	35	25
Virginia.....	362,445	268,419	270,084	232,740	92,213	35,597	148	82
Alaska.....	16,552	16,717	14,463	15,715	34	12	2,055	991
Hawaii.....	87,817	55,757	17,739	18,240	62	46	70,016	37,471
<b>Female</b>								
Alabama.....	82,106	\$29,058	72,012	\$27,131	10,085	\$1,925	9	\$2
Arkansas.....	38,633	10,942	35,503	10,333	3,118	608	12	7
Delaware.....	22,027	10,709	20,511	10,438	1,508	240	8	1
District of Columbia.....	63,636	37,433	56,025	33,985	7,597	3,443	14	5
Florida.....	114,023	36,423	97,995	33,772	16,004	2,639	24	12
Georgia.....	171,815	58,055	147,098	54,360	24,699	3,690	18	5
Kentucky.....	87,715	34,732	81,321	33,467	6,390	1,264	4	1
Louisiana.....	84,129	32,053	70,119	29,647	13,941	2,400	69	7
Maryland.....	135,208	60,063	124,903	57,749	10,291	2,307	14	7
Mississippi.....	47,275	13,725	40,624	12,788	6,645	935	6	3
North Carolina.....	220,656	80,833	178,687	72,031	41,946	8,796	23	1
South Carolina.....	90,533	29,512	81,884	28,293	8,646	1,218	3	1
Tennessee.....	136,010	48,880	123,104	46,082	12,903	2,797	3	1
Virginia.....	135,579	51,889	108,533	46,151	27,032	5,735	14	3
Alaska.....	2,520	1,044	1,909	921	14	5	597	118
Hawaii.....	23,243	7,495	6,107	3,356	8	2	17,128	4,137

<sup>1</sup> States with largest proportions of Negro or other races among workers with taxable wages in 1938. Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was un-

known. See footnote 1, table 6.

<sup>2</sup> Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

<sup>3</sup> See footnote 3, table 6, for method of determining State of employment



was computed; they may have failed to reveal their true ages to their employers; or the employers may have continued to report their wages as a matter of routine.

**Table 9.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by amount of such wages, and by sex<sup>1</sup>**

[Corrected to Aug. 15, 1940]

Amount of taxable wages	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
		Total			
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
\$1-\$199.....	7,705,324	3,901,027	2,309,525	944,702	550,070
\$200-\$399.....	3,629,125	321,466	1,059,309	1,096,800	1,151,550
\$400-\$599.....	3,178,724	48,703	402,266	853,586	1,874,169
\$600-\$799.....	3,141,596	16,663	153,027	553,343	2,418,563
\$800-\$999.....	2,790,332	7,240	62,707	334,632	2,385,753
\$1,000-\$1,199.....	2,322,793	4,351	30,333	197,991	2,090,118
\$1,200-\$1,399.....	1,963,109	2,841	17,348	123,436	1,819,484
\$1,400-\$1,599.....	1,519,224	1,803	10,693	76,733	1,429,995
\$1,600-\$1,799.....	1,087,722	1,052	6,602	47,225	1,032,843
\$1,800-\$1,999.....	914,281	1,018	5,566	34,437	873,260
\$2,000-\$2,199.....	636,872	1,147	3,504	24,780	607,441
\$2,200-\$2,399.....	434,059	652	2,267	17,618	413,522
\$2,400-\$2,599.....	325,719	849	2,220	8,891	313,759
\$2,600-\$2,799.....	259,036	429	1,538	6,934	250,135
\$2,800-\$2,999.....	190,692	390	3,109	10,522	176,671
\$3,000 and over.....	901,781	41,103	116,272	198,090	547,316
Male					
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
\$1-\$199.....	4,811,660	2,488,928	1,436,117	568,888	317,729
\$200-\$399.....	2,295,219	262,356	736,402	678,830	617,631
\$400-\$599.....	1,949,432	41,816	323,956	591,670	901,960
\$600-\$799.....	1,947,069	13,501	130,328	424,905	1,378,335
\$800-\$999.....	1,924,936	6,082	54,978	280,376	1,583,500
\$1,000-\$1,199.....	1,837,635	3,746	26,990	173,879	1,633,020
\$1,200-\$1,399.....	1,520,077	2,575	15,707	111,863	1,390,494
\$1,400-\$1,599.....	1,352,286	1,598	9,825	71,167	1,269,966
\$1,600-\$1,799.....	1,005,597	953	6,199	44,368	954,077
\$1,800-\$1,999.....	857,746	937	5,262	32,558	818,989
\$2,000-\$2,199.....	606,686	1,050	3,329	23,681	578,626
\$2,200-\$2,399.....	417,704	617	2,165	16,840	398,082
\$2,400-\$2,599.....	314,263	755	2,116	8,479	302,913
\$2,600-\$2,799.....	250,583	386	1,462	6,555	242,080
\$2,800-\$2,999.....	185,439	375	3,021	10,207	171,836
\$3,000 and over.....	879,584	40,038	112,136	193,960	532,450
Female					
Total.....	8,697,911	1,485,023	1,314,263	1,291,394	4,607,231
\$1-\$199.....	2,893,664	1,412,101	873,408	375,814	232,341
\$200-\$399.....	1,333,906	59,110	322,907	417,970	533,919
\$400-\$599.....	1,229,292	6,887	78,280	261,916	882,209
\$600-\$799.....	1,194,527	3,162	22,669	128,438	1,040,228
\$800-\$999.....	865,396	1,158	7,729	54,256	802,253
\$1,000-\$1,199.....	745,158	465	3,343	24,112	747,098
\$1,200-\$1,399.....	596,470	266	1,641	11,573	582,990
\$1,400-\$1,599.....	466,938	205	868	5,566	460,299
\$1,600-\$1,799.....	326,125	99	403	2,857	322,868
\$1,800-\$1,999.....	256,535	81	304	1,879	254,271
\$2,000-\$2,199.....	180,186	97	175	1,099	178,815
\$2,200-\$2,399.....	136,355	35	102	778	135,440
\$2,400-\$2,599.....	111,456	94	104	412	110,846
\$2,600-\$2,799.....	84,453	43	76	279	83,055
\$2,800-\$2,999.....	52,553	15	88	315	51,223
\$3,000 and over.....	22,197	1,065	2,136	4,130	14,866

<sup>1</sup> Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

## Race

In 14 States,<sup>6</sup> Negro workers represented more than 10 percent of all workers in the State with taxable wages. In Mississippi the percentage was

<sup>6</sup> Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia.

**Table 10.—Old-age and survivors insurance: Workers with taxable wages in 1938, by number of quarters in which wages were received, by age, and by sex<sup>1</sup>**

[Corrected to Aug. 15, 1940]

Age (years)	Total	Workers with taxable wages in—			
		One quarter	Two quarters	Three quarters	Four quarters
		Total			
Total.....	31,000,389	4,350,734	4,185,286	4,529,720	17,934,649
Under 15.....	43,239	18,287	11,986	6,110	6,856
15-19.....	2,461,241	767,964	595,204	411,539	686,534
20-24.....	5,792,160	981,171	969,920	976,680	2,864,389
25-29.....	5,169,752	656,752	666,941	760,018	3,086,041
30-34.....	4,349,805	474,006	471,827	581,826	2,822,146
35-39.....	3,514,405	369,671	375,575	469,246	2,299,913
40-44.....	3,008,897	310,788	325,042	412,711	1,960,356
45-49.....	2,448,014	255,502	266,357	331,857	1,594,298
50-54.....	1,912,113	205,042	213,147	260,289	1,233,635
55-59.....	1,281,658	143,203	146,455	174,841	817,159
60-64.....	788,460	89,555	89,894	103,244	505,767
65.....	99,774	24,536	23,657	22,084	29,497
66 and over.....	57,872	24,066	13,212	8,392	12,202
Unknown.....	72,999	30,191	16,069	10,883	15,856
		Male			
Total.....	22,302,478	2,865,711	2,871,023	3,238,326	13,327,418
Under 15.....	38,276	15,274	10,859	5,661	6,482
15-19.....	1,466,557	432,905	361,406	252,932	419,324
20-24.....	3,594,947	603,071	611,418	615,435	1,765,023
25-29.....	3,557,993	411,685	432,159	516,158	2,197,991
30-34.....	3,166,739	308,064	319,735	418,143	2,129,797
35-39.....	2,640,408	251,803	266,029	350,977	1,771,599
40-44.....	2,326,105	222,850	241,525	319,972	1,541,758
45-49.....	1,958,530	194,365	207,851	267,130	1,289,184
50-54.....	1,587,987	164,785	174,525	217,689	1,030,968
55-59.....	1,088,676	118,676	123,188	149,222	697,590
60-64.....	683,087	76,324	77,566	89,924	439,273
65.....	87,909	22,003	21,085	19,591	25,230
66 and over.....	50,384	21,557	11,541	7,272	10,014
Unknown.....	54,850	22,349	12,136	8,200	12,165
		Female			
Total.....	8,697,911	1,485,023	1,314,263	1,291,394	4,607,231
Under 15.....	4,963	3,013	1,127	449	374
15-19.....	994,654	335,059	233,798	158,557	267,210
20-24.....	2,197,213	378,100	358,502	361,245	1,099,366
25-29.....	1,611,759	245,067	234,782	243,500	888,050
30-34.....	1,188,068	155,942	152,692	163,683	701,349
35-39.....	873,997	117,868	109,546	118,269	528,314
40-44.....	682,792	87,938	83,517	92,739	418,598
45-49.....	489,484	61,137	58,506	64,727	305,114
50-54.....	324,126	40,257	38,622	42,600	202,647
55-59.....	192,982	24,527	23,267	25,619	119,569
60-64.....	105,373	13,231	12,328	13,320	66,044
65.....	11,865	2,533	2,572	2,493	4,267
66 and over.....	7,488	2,509	1,671	1,120	2,188
Unknown.....	18,149	7,842	3,933	2,683	3,691

<sup>1</sup> Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.



39, and in Alabama, Louisiana, Florida, and Georgia, 25 or more. In these 14 States as a group, Negro workers comprised 23 percent of the total 5 million workers with taxable wages and had an average taxable wage of \$314; the average for all white workers was \$682. Negro men, who comprised 26 percent of all men with taxable wages in the 14 States, averaged \$336, while Negro women, who were only 13 percent of all women with taxable wages, averaged \$199. The average taxable wage for white men in these States was \$804; for white women, \$401. (See table 8.)

The low percentage of Negroes among women workers can be accounted for partly by the number of Negro women in domestic service, which is not covered by the Federal old-age insurance program. Excluded employment may also partially explain the lower average taxable wage for Negro men, who may frequently supplement taxable wages with earnings from agricultural labor which is excepted.

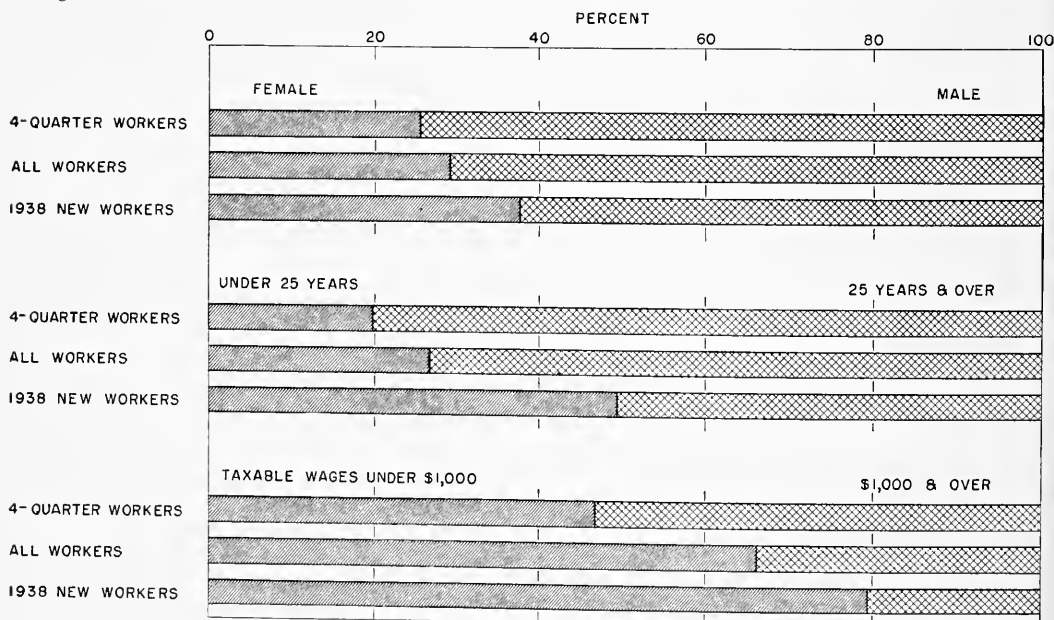
In workers of races other than white or Negro,

Hawaii is most heavily represented with about 79 percent of its workers in this classification. In Alaska, 14 percent of the workers were reported in this group. The average taxable wage for the "other" races in Hawaii was \$477, and in Alaska \$418. White workers in Hawaii averaged \$906 in taxable wages, and in Alaska \$1,016.

### Continuity of Covered Employment

Of the 31 million workers with taxable wages in 1938, some 58 percent had wages reported in all 4 quarters of the year, 15 percent had wages in 3 quarters, 13 percent in 2 quarters, and 14 percent in only 1 quarter. (See tables 9 and 10.) Men had more continuous covered employment than women; 60 percent of them had taxable wages in 4 quarters compared to 53 percent for women. Persons in the higher age groups had an apparent advantage over the younger workers in consecutive covered employment. The percentage of men and women in each age group with taxable wages reported in 4 quarters is as follows:

Chart 8.—Old-age and survivors insurance: Percentage distribution of all workers with taxable wages in 1938, of 4-quarter workers, and of workers earning first taxable wages in 1938, by sex, age, and amount of taxable wages<sup>1</sup>



<sup>1</sup> See tables 7, 9, 10, and 11, pp. 54, 57, and 59.



Age (years)	Percent	
	Male	Female
All ages.....	60	53
Under 20.....	28	27
20-24.....	49	50
25-34.....	64	57
35-44.....	67	61
45-54.....	65	62
55-64.....	64	62

The intermittent employment of the group aged less than 20 is shown also by the high percentages with taxable wages in 1 quarter. Of the men in this age group, 30 percent had wages in only 1 quarter; of the women, 34 percent.

Workers with employment in only 1 quarter usually fell in the lower wage intervals; indeed,

**Table 11.—Old-age and survivors insurance: Workers with taxable wages in 1938, in both 1937 and 1938, and in 1938 only, and amount of such wages, by age and sex<sup>1</sup>**

[Corrected to Aug. 15, 1940]

[Wages in thousands <sup>2</sup>]

Age (years)	Workers with taxable wages in 1938		Workers with taxable wages in 1937 and 1938				Workers with taxable wages in 1938 only	
	Workers	1938 taxable wages	Workers	Taxable wages			Workers	1938 taxable wages
				1937 and 1938	1937	1938		
Total.....	31,000,389	\$26,173,920	27,048,004	\$53,073,334	\$27,674,604	\$25,398,730	3,952,385	\$775,189
Under 15.....	43,239	2,006	12,686	2,050	900	1,150	30,553	856
15-19.....	2,461,241	520,415	1,356,989	727,552	317,730	409,822	1,074,252	110,592
20-24.....	5,792,160	2,970,211	4,958,092	5,859,882	3,022,392	2,837,459	834,068	132,722
25-29.....	5,169,752	3,997,667	4,646,329	8,118,745	4,226,453	3,892,261	523,423	105,405
30-34.....	4,349,805	4,254,884	3,962,825	8,664,187	4,507,910	4,156,277	386,980	98,607
35-39.....	3,514,405	3,795,489	3,206,710	7,751,388	4,046,547	3,704,841	307,695	90,648
40-44.....	3,008,897	3,413,871	2,766,845	7,019,804	3,681,291	3,338,513	242,052	75,358
45-49.....	2,448,014	2,809,047	2,254,003	5,806,151	3,058,306	2,747,846	194,011	61,202
50-54.....	1,912,113	2,122,450	1,760,110	4,322,176	2,246,923	2,075,253	152,003	47,196
55-59.....	1,281,658	1,371,326	1,174,344	2,846,237	1,509,550	1,336,687	107,314	34,639
60-64.....	788,460	810,930	731,911	1,703,940	905,323	798,617	59,549	12,313
65.....	99,774	68,463	93,251	179,157	113,091	66,066	6,520	2,397
66 and over.....	57,872	20,004	38,357	39,982	22,146	17,835	19,515	2,169
Unknown.....	72,999	17,157	55,549	32,082	16,011	16,072	17,450	1,086
Male								
Total.....	22,302,478	\$21,695,511	19,840,114	\$44,312,572	\$23,190,816	\$21,121,757	2,462,364	\$573,755
Under 15.....	38,276	1,714	11,431	1,723	742	981	26,845	734
15-19.....	1,466,587	319,327	856,445	456,543	202,430	254,113	610,142	65,214
20-24.....	3,594,947	2,018,503	3,092,702	4,019,126	2,088,375	1,930,751	502,245	87,751
25-29.....	3,557,993	3,111,370	3,241,664	6,337,366	3,302,615	3,034,751	316,429	76,619
30-34.....	3,166,739	3,323,033	2,933,066	7,206,163	3,757,025	3,449,139	233,653	73,805
35-39.....	2,640,498	3,237,662	2,448,129	6,646,343	3,478,495	3,167,848	192,279	69,814
40-44.....	2,326,105	2,976,234	2,165,582	6,143,924	3,230,176	2,913,747	160,523	62,487
45-49.....	1,958,530	2,494,550	1,821,879	5,178,207	2,733,856	2,444,351	136,651	50,199
50-54.....	1,587,987	1,918,019	1,471,340	3,912,654	2,035,732	1,876,922	116,647	41,097
55-59.....	1,088,676	1,252,808	1,004,093	2,606,900	1,384,564	1,222,336	84,583	30,472
60-64.....	683,087	747,279	636,492	1,574,923	838,127	736,796	46,625	10,453
65.....	87,909	63,200	82,275	166,780	105,028	61,153	5,684	2,047
66 and over.....	50,384	17,771	32,811	35,352	19,706	15,646	17,573	2,125
Unknown.....	54,850	14,041	42,345	26,568	13,346	13,222	12,505	819
Female								
Total.....	8,697,911	\$4,478,409	7,207,890	\$8,760,762	\$4,483,788	\$4,276,974	1,490,021	\$201,435
Under 15.....	4,963	292	1,255	327	158	170	3,708	122
15-19.....	994,654	201,087	530,544	271,010	115,300	155,709	464,110	45,378
20-24.....	2,197,213	951,709	1,865,390	1,840,756	934,018	906,738	331,823	44,971
25-29.....	1,611,759	886,297	1,404,765	1,781,379	923,869	857,510	206,994	28,786
30-34.....	1,183,066	731,851	1,029,769	1,458,024	750,885	707,139	153,297	24,712
35-39.....	733,997	557,827	758,381	1,105,045	568,052	536,993	115,416	20,834
40-44.....	682,792	437,636	601,263	875,830	451,115	424,766	81,529	12,870
45-49.....	489,484	314,498	432,124	627,944	324,450	303,495	57,360	11,003
50-54.....	324,126	204,430	288,770	409,522	211,191	198,331	35,356	6,099
55-59.....	192,982	118,518	170,251	239,338	124,986	114,351	22,731	4,167
60-64.....	105,373	63,651	95,449	129,017	67,197	61,821	9,924	1,830
65.....	11,865	5,263	10,979	12,376	7,463	4,913	886	350
66 and over.....	7,488	2,233	5,546	4,630	2,440	2,189	1,942	44
Unknown.....	18,149	3,117	13,204	5,514	2,664	2,850	4,945	267

<sup>1</sup> Data derived from basic tabulation adjusted for 1937 and 1938 carry-over with exclusions for workers holding railroad retirement account numbers and workers whose sex and/or race was unknown. See footnote 1, table 6.

<sup>2</sup> Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.



90 percent of them had less than \$200 a year. It is probable that most of the 41,000 workers in the 1-quarter group with taxable wages of \$3,000 and over are employees who worked 4 quarters of the year but who reached the tax limitation of \$3,000 a year from one employer in 3 months or less.

The 4-quarter workers differ in several particulars from the total body of workers who had covered employment some time in 1938. The 4-quarter group had a slightly higher proportion of men (74 percent) and a lower proportion of

young persons (chart 8, p. 58). Only 4 percent of the 4-quarter group were under 20, while 8 percent of all workers who received taxable wages in 1938 were in that age group.

Reported earnings of the 4-quarter group, as would be expected, were higher than those for all workers. While 25 percent of all workers had taxable wages of less than \$200, only 3 percent of the 4-quarter group were in this wage interval; 66 percent of all workers and 47 percent of the 4-quarter group had less than \$1,000. The contrast between amount of taxable wages for men

Table 12.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter*

[Corrected to June 15, 1940; wages in thousands.]

State	Total		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Total.....	21,370,503	\$21,360,916	740,915	\$805,896	1,081,455	\$895,944	9,105,350	\$9,538,884	692,844	\$794,637	348,082	\$454,150	388,589	\$593,761
Alabama.....	271,808	189,813	11,375	7,797	16,650	7,634	134,168	100,410	6,895	3,679	1,218	974	2,642	3,174
Alaska.....	9,537	11,833	2,788	4,833	761	820	2,377	2,119	775	785	39	57	102	133
Arizona.....	61,230	56,156	10,699	13,278	4,975	4,236	7,924	7,418	2,250	1,835	1,068	1,158	1,380	1,864
Arkansas.....	127,032	83,123	8,850	8,138	9,357	3,997	43,379	27,627	3,425	2,242	2,326	2,160	2,858	3,027
California.....	1,271,289	1,413,346	41,033	98,500	85,344	54,495	363,281	432,858	55,226	71,301	31,634	44,485	17,162	26,868
Colorado.....	161,381	148,067	13,123	14,100	9,227	6,870	41,889	42,366	3,682	3,497	5,148	6,057	4,110	5,047
Connecticut.....	424,332	456,502	644	734	21,197	20,335	237,337	251,923	8,693	10,484	5,942	6,589	11,104	8,662
Delaware.....	51,006	53,016	1,260	908	3,500	2,915	25,797	28,541	1,077	1,191	550	706	596	862
District of Columbia.....	134,048	142,948	853	821	10,996	11,205	14,745	18,893	5,486	7,670	4,789	7,110	1,475	2,437
Florida.....	264,358	181,368	2,115	1,454	23,928	15,673	67,640	46,601	12,925	8,310	3,079	2,983	2,560	3,237
Georgia.....	358,661	236,832	2,227	1,311	19,531	8,297	184,297	116,542	8,401	5,462	2,750	3,495	6,967	8,790
Hawaii.....	51,902	43,146	32	28	4,350	3,702	18,756	12,410	2,970	3,546	771	1,005	1,803	2,289
Idaho.....	60,278	50,720	5,119	7,313	4,527	2,996	14,177	12,452	1,735	1,570	1,347	1,158	2,084	2,042
Illinois.....	1,677,038	1,872,323	45,287	44,134	62,733	67,777	741,630	880,779	56,930	78,766	12,098	11,406	28,511	50,101
Indiana.....	559,016	544,216	10,918	10,843	23,747	20,147	281,535	296,515	13,439	14,675	7,096	6,646	11,271	16,286
Iowa.....	290,693	251,893	6,694	4,189	22,752	14,963	94,026	98,896	6,616	6,529	3,729	2,397	6,534	7,997
Kansas.....	191,309	166,319	15,334	13,735	15,470	8,217	43,166	48,297	5,610	5,173	4,770	4,691	4,921	6,343
Kentucky.....	252,227	197,035	46,913	39,573	15,208	8,919	74,203	63,869	9,296	6,551	2,007	1,771	3,945	4,217
Louisiana.....	270,480	211,127	8,310	10,854	18,853	11,004	101,593	84,295	15,725	11,994	1,757	1,352	2,686	2,329
Maine.....	151,354	120,523	315	215	8,273	5,262	80,251	62,559	2,702	2,153	2,656	3,072	3,468	4,220
Maryland.....	328,761	314,138	3,027	2,353	18,764	15,739	145,558	145,555	15,346	17,286	5,446	7,119	6,818	10,452
Massachusetts.....	953,418	979,134	1,325	1,392	39,330	36,789	491,693	496,277	25,055	30,971	19,291	28,207	12,149	19,871
Michigan.....	1,066,367	1,069,613	13,355	14,516	35,531	32,320	541,505	627,779	19,823	19,853	13,154	17,223	14,560	25,335
Minnesota.....	356,827	361,650	7,951	10,060	22,534	17,680	107,897	126,135	11,140	13,468	3,215	2,560	7,125	10,671
Mississippi.....	126,886	72,744	822	520	15,194	4,906	50,090	28,220	3,661	1,427	542	380	2,302	2,237
Missouri.....	603,599	572,449	11,880	9,455	23,990	20,357	239,930	247,118	22,555	25,673	12,210	15,828	16,089	16,089
Montana.....	68,838	69,005	15,462	17,711	4,949	3,394	10,447	11,264	1,458	1,716	1,434	1,490	2,137	3,273
Nebraska.....	133,624	110,943	949	572	10,248	5,933	31,230	31,706	4,688	4,457	3,316	2,762	2,657	3,196
Nevada.....	18,723	20,651	5,427	6,769	1,700	1,538	1,192	1,398	627	733	206	232	424	611
New Hampshire.....	101,979	85,159	426	323	5,573	3,967	58,630	49,201	974	834	1,913	2,076	2,541	3,181
New Jersey.....	868,244	973,707	4,362	5,402	34,491	36,591	473,788	536,450	26,097	33,338	14,213	21,263	17,245	29,137
New Mexico.....	41,009	36,104	8,125	10,012	4,921	3,212	4,750	4,470	1,405	858	718	849	1,902	1,902
New York.....	2,953,980	3,460,862	7,652	9,120	126,708	143,391	1,426,977	1,426,977	125,531	168,440	66,976	111,291	54,905	101,820
North Carolina.....	465,976	308,390	2,136	1,349	24,173	11,405	271,269	182,052	7,390	4,993	2,892	2,264	6,039	6,535
North Dakota.....	41,635	33,325	1,101	795	3,091	1,731	6,281	5,335	782	776	492	325	1,338	1,574
Ohio.....	1,301,519	1,407,247	29,865	28,490	45,962	42,384	655,130	765,893	37,197	46,384	19,238	25,900	24,845	38,587
Oklahoma.....	218,805	203,659	23,691	30,483	11,254	6,610	52,955	60,680	7,770	8,104	5,848	5,852	4,875	6,627
Oregon.....	174,973	177,101	1,098	1,089	9,471	6,997	62,423	67,180	8,428	10,715	4,470	6,101	1,927	6,328
Pennsylvania.....	1,908,001	1,956,513	178,874	192,839	71,860	66,802	927,661	994,959	48,638	65,225	25,460	34,906	38,721	61,427
Rhode Island.....	108,911	162,395	271	282	7,137	5,925	107,388	90,689	3,177	3,329	2,704	3,399	3,250	5,198
South Carolina.....	209,672	127,031	1,020	619	14,486	5,642	122,942	74,670	3,152	1,723	1,083	711	2,626	2,942
South Dakota.....	44,564	36,511	2,726	4,555	4,119	1,966	8,188	7,842	884	760	1,024	841	702	751
Tennessee.....	330,802	244,905	17,162	12,446	15,479	8,105	151,374	117,601	6,913	4,971	2,022	1,847	5,639	7,090
Texas.....	772,833	644,237	39,320	54,065	59,113	33,118	195,384	199,439	42,870	40,211	16,702	16,325	18,087	21,365
Utah.....	75,881	70,702	7,979	10,189	4,333	3,223	20,018	17,874	1,958	2,365	1,897	2,013	1,731	2,658
Vermont.....	55,945	44,353	636	663	3,404	2,050	22,638	20,042	855	691	1,701	1,968	1,596	1,596
Virginia.....	338,669	265,003	18,980	17,536	24,888	15,062	128,886	104,374	10,748	8,316	4,941	5,477	6,588	8,673
Washington.....	290,940	300,918	4,250	4,470	18,124	18,088	96,832	108,537	15,395	16,760	6,249	8,555	5,464	8,274
West Virginia.....	265,223	260,855	88,900	90,454	9,322	5,896	72,809	75,764	3,707	3,693	2,956	3,205	6,442	8,985
Wisconsin.....	470,815	502,856	1,361	1,282	25,994	22,928	245,839	275,785	9,604	9,610	10,198	11,057	9,520	14,721
Wyoming.....	33,270	33,948	6,693	9,299	4,000	3,103	5,469	5,420	1,170	1,600	692	697	635	869

See footnotes at end of table.



in the 4-quarter group and for women in the same group is sharp; 37 percent of the men and 76 percent of the women had wages of less than \$1,000; for the entire group, these percentages were 58 for men and 86 for women.

While taxable wages in 4 quarters cannot be interpreted as full-time or steady employment, in general they are probably an indication of greater attachment to covered employment than taxable wages in 3 quarters or less. Among the exceptions are workers who have regular part-time jobs in covered employment while they hold

full-time jobs elsewhere and individuals who received the maximum taxable wages during part of a year in which they were continuously employed.

In the 1938 tabulation there appeared nearly 4 million workers who had not received taxable wages in 1937 (table 11).<sup>7</sup> Nearly half of them

<sup>7</sup> Table 1 indicates that 6.3 million applications for account numbers were received in 1938. The difference between this number and the number of workers who first received taxable wages in 1938 may be largely accounted for by multiple account numbers issued, by applications for unemployment compensation purposes, and by applications by WPA workers and others who did not enter covered employment in 1938.

*of 1938<sup>1</sup> and total amount of 1938 taxable wages, by industrial divisions,<sup>2</sup> by States, and by sex<sup>3</sup>*

[Corrected to June 15, 1940; wages in thousands <sup>4</sup>]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Total														Total.
5,039,571	\$4,484,354	197,341	\$281,992	385,607	\$567,124	451,746	\$521,373	2,508,522	\$1,998,613	249,664	\$248,723	180,817	\$175,466	
61,301	30,836	1,327	1,656	3,285	4,005	2,592	2,390	23,260	12,019	2,906	2,034	4,189	4,205	Alabama.
1,418	1,779	31	63	13	21	101	115	959	944	64	51	109	114	Alaska.
18,128	15,332	265	388	442	521	632	619	12,101	8,274	965	852	401	383	Arizona.
36,198	23,770	927	1,216	1,025	1,469	1,163	1,045	14,625	7,728	1,623	1,112	1,246	495	Arkansas.
333,470	327,696	10,469	15,721	22,818	32,865	33,381	240,560	233,433	25,519	26,072	14,120	15,660	4,588	California.
50,542	43,144	1,317	1,922	1,861	2,097	2,866	2,993	24,173	16,326	2,402	1,908	1,541	1,194	Colorado.
75,854	77,506	3,873	5,067	15,750	23,639	8,276	10,475	34,333	29,552	4,160	4,305	1,851	2,019	Connecticut.
10,251	9,015	724	1,118	691	1,113	1,723	2,553	4,110	3,078	387	435	340	430	Delaware.
49,129	49,544	1,013	1,501	2,727	3,733	9,172	8,483	27,675	23,413	3,081	3,898	2,902	4,220	District of Columbia.
85,289	58,442	2,139	2,660	3,226	3,750	6,058	5,085	49,724	28,968	3,506	2,995	2,166	1,210	Florida.
81,518	55,533	2,427	2,944	4,775	6,328	4,506	4,491	35,921	19,995	3,716	2,571	1,625	1,064	Georgia.
12,879	11,828	623	1,025	202	274	462	499	7,877	5,633	696	604	451	506	Hawaii.
18,615	14,450	249	351	314	393	472	485	8,818	5,686	858	617	1,913	1,207	Idaho.
406,806	399,821	13,153	19,995	28,447	44,323	42,682	56,316	206,819	181,230	17,069	19,754	14,653	17,923	Illinois.
123,972	103,443	4,740	6,319	7,685	11,419	7,879	9,508	57,406	39,845	4,816	3,983	4,512	4,558	Indiana.
91,586	72,163	3,785	4,904	5,336	7,433	3,736	3,758	39,279	23,756	4,103	3,134	2,517	1,873	Iowa.
62,583	45,586	2,684	3,431	2,521	3,165	3,933	5,038	26,489	15,713	2,984	2,189	964	742	Kansas.
65,749	44,279	2,170	2,674	3,352	4,729	1,993	1,735	23,405	15,485	2,543	2,020	1,443	1,213	Kentucky.
68,789	50,156	2,508	2,989	3,902	5,124	4,135	4,399	35,594	21,832	3,329	3,032	3,317	1,365	Louisiana.
31,750	26,887	1,014	1,410	1,287	1,995	1,183	1,224	12,755	8,678	1,187	889	4,513	1,950	Maine.
75,562	61,725	5,785	7,842	7,306	9,796	6,902	7,163	33,187	24,480	3,149	2,945	1,011	1,685	Maryland.
205,942	208,608	9,182	13,555	20,956	30,371	14,897	17,514	99,987	85,424	9,441	10,436	4,170	4,661	Massachusetts.
211,857	185,652	11,899	16,771	10,688	16,977	13,320	15,400	95,355	75,460	8,312	8,596	13,968	13,732	Michigan.
116,121	108,850	4,499	7,065	10,452	6,443	7,011	52,290	40,001	23,766	5,871	5,253	4,250	3,884	Minnesota.
33,440	22,724	1,211	1,646	1,096	1,375	891	885	14,653	7,047	1,383	873	1,601	493	Mississippi.
165,812	137,746	6,141	8,162	11,001	15,626	12,435	12,589	73,582	53,574	6,504	6,124	3,862	4,118	Missouri.
18,709	17,983	342	501	586	779	1,157	1,206	10,108	7,937	820	771	1,229	981	Montana.
47,409	36,745	1,901	2,434	3,394	4,264	2,223	2,216	22,200	14,342	2,252	1,546	1,067	771	Nebraska.
4,195	4,431	54	79	91	84	333	358	3,948	3,929	358	341	168	148	Nevada.
17,587	14,702	1,185	1,280	1,102	1,745	611	469	9,411	6,225	616	568	1,320	588	New Hampshire.
143,208	146,821	6,674	9,586	24,956	40,806	19,564	21,959	92,250	80,389	7,931	8,439	3,486	3,826	New Jersey.
11,291	9,331	139	216	140	166	462	477	7,194	4,399	552	413	325	287	New Mexico.
649,899	703,666	41,977	65,568	95,215	143,644	121,476	146,408	373,168	367,243	40,395	50,568	16,474	22,712	New York.
106,797	61,408	1,785	2,518	3,386	4,625	2,909	3,075	32,920	19,842	2,916	2,184	1,364	839	North Carolina.
18,805	15,555	603	745	526	681	884	794	6,904	4,393	531	453	207	167	North Dakota.
286,462	265,306	8,305	12,479	17,002	25,718	21,321	25,963	135,538	109,164	11,984	11,727	8,446	9,207	Ohio.
67,069	49,903	2,055	2,710	3,325	3,118	4,580	5,227	31,658	20,362	3,620	2,955	1,108	970	Oklahoma.
25,820	21,086	920	1,259	750	1,143	1,285	1,475	9,344	6,775	944	696	2,282	7,729	Oregon.
352,311	312,215	16,372	22,769	26,728	43,131	36,081	40,778	156,553	126,778	15,240	16,223	13,502	13,460	Pennsylvania.
35,145	31,352	962	1,349	2,001	3,355	2,702	4,473	14,369	11,260	1,102	1,188	703	696	Rhode Island.
41,520	25,665	920	1,208	3,664	4,114	844	829	15,177	7,463	1,456	1,080	782	364	South Carolina.
17,853	13,595	458	590	728	790	434	367	6,646	3,809	657	497	145	147	South Dakota.
81,835	56,422	2,125	2,611	4,267	5,719	3,301	3,079	34,653	19,907	4,806	4,156	1,226	952	Tennessee.
230,459	162,715	6,214	7,728	10,102	11,455	11,812	12,847	125,720	71,046	12,967	10,923	3,853	2,959	Texas.
25,820	21,086	920	1,259	750	1,143	1,285	1,475	9,344	6,775	944	696	2,282	7,729	Utah.
12,088	10,617	502	703	895	1,335	297	259	5,377	3,633	418	287	796	481	Vermont.
88,667	62,776	1,936	2,682	4,849	6,582	7,542	8,469	33,181	20,560	4,091	3,215	2,372	1,280	Virginia.
80,972	76,390	1,850	2,612	3,987	5,624	6,998	9,907	37,406	32,013	3,846	3,712	9,537	8,426	Washington.
45,538	40,301	1,181	1,554	1,912	2,831	8,395	10,178	17,870	12,544	3,052	2,554	3,139	2,394	West Virginia.
108,418	101,683	4,176	6,040	6,386	9,577	4,557	5,280	45,209	35,977	5,191	4,876	4,942	4,340	Wisconsin.
8,341	7,858	184	281	121	79	468	809	4,589	3,280	425	318	483	476	Wyoming.



were under 25 years of age and 38 percent were women. Their wages were not large; the average for the entire group was \$196; men averaged \$233 and women, \$135. For the 1.1 million workers under 20, the average wage reported was only \$101.

### Industry

Workers employed in the fourth quarter of 1938 have been classified according to the industrial division in which they received wages in that

quarter, and their wages for the entire year have been assigned to that division. The limitations of these data, however, preclude extensive analyses. Included in the 1938 wages are some received in 1937 but posted to individual accounts after May 12, 1939;<sup>8</sup> consequently, the average wage computed from these figures would be higher than that computed from 1938 wages only. The seasonal factor must also be considered. Since

<sup>8</sup> As indicated earlier (p. 51), these data were not corrected for carry-over.

**Table 12.—Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938<sup>1</sup>**

[Corrected to June 15, 1940; wages in thousands <sup>4</sup>]

State	Total <sup>5</sup>		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Male														
Total	15,396,192	\$17,564,137	724,947	\$790,088	1,055,591	\$875,343	6,679,062	\$8,007,981	650,827	\$759,090	164,625	\$263,783	339,683	\$539,395
Alabama	216,378	165,645	11,256	7,690	15,355	6,989	112,894	90,664	6,616	3,516	850	680	2,360	2,908
Alaska	45,251	41,007	10,730	4,757	754	812	1,986	1,961	747	765	21	39	91	126
Arizona	49,590	49,847	10,499	13,093	4,913	4,199	7,316	7,014	2,136	1,771	549	763	1,245	1,718
Arkansas	102,064	73,061	8,700	7,989	9,285	3,061	38,522	25,873	3,316	2,174	980	1,157	2,582	2,791
California	912,437	1,156,896	38,726	65,398	82,937	82,563	278,166	375,989	49,626	67,302	14,602	25,984	14,968	24,271
Colorado	119,095	124,144	12,904	13,898	9,092	6,773	34,638	38,155	3,474	3,318	2,499	3,780	3,742	4,698
Connecticut	296,522	366,538	621	709	20,692	19,880	164,387	203,795	8,164	10,094	2,802	5,387	5,013	9,855
Delaware	36,185	45,309	840	748	3,451	2,862	18,300	23,410	1,028	1,146	272	537	496	703
District of Columbia	92,446	110,418	799	792	10,727	10,957	16,587	16,700	5,232	7,377	2,114	3,649	1,342	2,249
Florida	195,749	151,519	2,049	1,422	23,340	15,219	50,507	39,771	12,007	7,891	2,103	2,120	2,339	2,995
Georgia	246,838	187,436	2,188	1,277	19,213	8,067	122,263	89,647	8,022	5,222	1,942	2,551	6,256	8,086
Hawaii	40,728	37,487	31	27	4,305	3,672	15,348	11,035	2,849	3,207	532	783	1,692	2,163
Idaho	47,134	44,758	5,040	7,244	4,478	2,964	13,002	11,870	1,661	1,494	568	656	1,906	1,884
Illinois	1,188,981	1,529,251	44,691	45,502	61,039	66,138	541,799	730,562	35,703	75,180	6,910	7,374	24,912	45,855
Indiana	412,819	466,549	10,769	10,711	25,164	19,729	218,112	238,577	12,701	14,985	3,538	4,087	9,758	14,497
Iowa	212,219	210,545	6,641	4,135	22,368	14,704	73,770	86,901	6,272	6,272	2,038	1,491	5,530	7,133
Kansas	146,467	144,341	15,059	17,457	15,261	8,096	36,338	44,017	5,275	4,985	1,944	2,587	4,301	5,817
Kentucky	197,177	170,556	46,339	39,166	14,972	8,729	54,511	54,393	8,316	6,263	999	976	3,546	3,853
Louisiana	217,523	186,540	7,983	10,552	18,614	11,434	87,000	77,840	15,153	11,082	1,359	1,045	2,447	2,338
Maine	105,762	97,659	306	208	8,112	5,157	54,327	50,231	2,618	2,086	1,035	1,744	3,073	3,825
Maryland	237,307	261,575	2,986	2,319	18,395	15,479	104,374	123,369	14,654	16,684	2,169	3,795	6,011	9,556
Massachusetts	634,544	765,224	1,256	1,325	38,074	35,699	324,104	391,380	22,787	29,014	8,086	15,697	10,401	17,959
Michigan	765,354	921,362	13,062	14,204	34,632	31,571	459,497	571,564	18,745	18,887	6,343	10,290	12,587	22,977
Minnesota	251,210	293,460	7,819	9,914	22,345	17,233	82,457	108,107	10,442	12,880	1,849	1,538	6,227	9,681
Mississippi	98,200	61,803	785	496	14,981	4,838	38,960	24,261	3,346	1,365	445	300	2,064	2,038
Missouri	406,322	454,771	11,637	9,211	23,319	19,781	163,136	200,153	21,059	24,470	5,448	9,323	9,058	14,388
Montana	55,076	60,778	15,284	17,537	4,916	3,379	9,359	10,532	1,363	1,645	609	896	1,910	3,049
Nebraska	96,156	91,449	10,054	5,789	25,454	5,789	25,454	28,207	4,464	4,289	1,768	1,886	2,274	2,886
Nevada	15,570	18,566	5,303	6,673	1,674	1,518	1,018	25,293	572	699	138	655	377	564
New Hampshire	60,783	67,169	412	312	5,459	3,893	38,786	37,852	922	799	845	1,192	2,237	2,889
New Jersey	596,600	789,297	4,039	5,111	33,464	35,726	316,707	435,420	24,755	32,023	5,634	11,110	15,199	26,912
New Mexico	33,736	32,761	7,996	9,999	4,874	3,186	4,325	4,288	1,360	1,482	386	410	760	829
New York	1,994,295	2,694,466	6,877	8,286	122,299	139,312	807,132	1,113,702	117,919	160,412	31,823	62,832	46,780	90,397
North Carolina	309,375	233,427	2,027	1,303	23,840	11,169	176,422	138,175	7,135	4,800	1,828	1,469	5,648	6,424
North Dakota	30,777	28,185	1,169	780	3,035	1,694	4,625	4,997	736	742	298	219	1,174	1,449
Ohio	971,425	1,191,162	28,856	27,653	44,671	41,327	524,781	674,718	35,483	44,726	8,757	14,992	21,376	34,982
Oklahoma	168,768	177,131	22,657	29,113	11,063	6,466	46,739	56,673	7,365	7,807	2,383	3,007	4,264	6,006
Oregon	311,378	150,490	1,062	1,066	9,298	6,889	53,097	61,750	7,871	10,258	6,265	4,268	3,351	5,758
Pennsylvania	1,396,845	1,608,877	177,407	191,037	69,956	65,241	675,799	837,809	45,992	60,654	11,232	20,925	33,831	56,108
Rhode Island	117,230	124,077	262	270	6,967	5,795	64,667	66,625	3,045	3,212	809	1,410	2,331	4,741
South Carolina	149,463	101,773	1,009	607	14,322	5,544	83,778	57,209	3,041	1,644	751	496	2,450	2,784
South Dakota	32,979	31,165	2,685	4,517	4,067	1,941	6,558	7,031	811	715	506	518	583	671
Tennessee	239,999	200,661	16,955	12,284	15,258	7,963	108,580	96,196	6,593	4,724	1,235	1,163	5,027	6,493
Texas	597,626	561,541	37,944	52,482	58,385	32,647	164,521	184,178	41,316	38,996	7,893	9,414	16,249	19,743
Utah	55,737	61,145	7,870	10,086	4,285	3,193	15,030	16,053	1,870	2,283	712	1,096	2,455	2,479
Vermont	38,577	37,732	624	638	3,300	2,021	18,155	17,828	815	667	878	1,371	1,175	1,420
Virginia	247,949	220,449	18,730	17,378	24,472	14,750	93,767	85,553	10,407	8,042	2,570	3,156	5,980	8,060
Washington	213,730	252,970	3,920	4,320	17,881	17,881	87,881	99,824	13,261	15,693	2,836	5,093	4,707	7,899
West Virginia	221,762	236,017	87,662	89,541	9,263	5,822	58,383	67,167	3,530	3,567	1,867	1,826	5,879	8,420
Wisconsin	347,021	421,399	1,813	1,244	25,059	22,497	187,757	241,422	9,777	9,236	4,486	6,149	7,966	13,222
Wyoming	27,202	30,796	6,544	9,138	3,963	3,078	4,908	5,062	1,127	1,466	338	441	583	822

See footnotes at end of table.



the data apply only to workers who received taxable wages in the fourth quarter, the tabulation excludes many workers who had wages only in some other part of the year; data for States or industries which exhibit a pronounced seasonal movement are therefore distorted. Furthermore, the tabulation allocates all wages for the year to the State and industry in which wages were received in the fourth quarter.

The fourth-quarter workers as a group are

similar to all 1938 workers in that 72 percent of their number were men. There is considerable variation in this percentage among the industrial divisions. (See table 12.) Men constituted more than 90 percent of the workers in three divisions—mining and quarrying, construction, and transportation—and 87 percent of the workers in public utilities. In trade, service, insurance, communication, and professional services, less than 65 percent of the workers were men.

**and total amount of 1938 taxable wages, by industrial divisions,<sup>2</sup> by States, and by sex<sup>3</sup>—Continued**

[Corrected to June 15, 1940; wages in thousands<sup>4</sup>]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	
Male														Total.
3,268,780	\$3,547,896	133,952	\$216,747	217,594	\$395,735	330,881	\$426,171	1,613,860	\$1,497,170	79,256	\$103,530	137,134	\$141,207	
42,110	32,920	911	1,331	2,485	3,364	1,911	1,972	15,087	9,030	932	865	3,611	3,708	Alabama.
1,141	1,582	21	48	9	18	90	106	526	659	28	19	104	114	Alaska.
13,163	13,055	173	297	227	327	411	473	8,140	6,468	295	336	323	332	Arizona.
25,042	20,245	642	988	624	1,129	824	857	10,032	5,980	374	382	1,141	434	Arkansas.
215,785	256,711	7,017	11,857	11,639	21,094	20,911	25,067	161,056	178,626	7,979	10,058	9,025	11,976	California.
33,203	34,757	809	1,397	964	1,922	2,023	2,366	14,180	11,472	536	598	1,031	1,007	Colorado.
51,850	63,266	2,551	4,128	7,455	14,457	6,071	8,381	24,106	23,337	1,368	1,687	1,302	1,561	Connecticut.
6,553	7,297	502	875	500	941	1,195	2,026	2,377	2,211	115	173	267	379	Delaware.
31,945	35,571	613	1,052	1,463	2,403	6,046	6,640	17,223	16,168	1,016	1,537	1,359	2,264	District of Columbia.
60,159	48,642	1,475	2,068	1,966	2,821	4,371	4,011	32,530	22,466	1,001	1,071	1,902	1,023	Florida.
53,068	44,804	1,675	2,340	2,907	4,642	3,381	3,719	23,543	15,318	978	861	1,402	902	Georgia.
9,245	10,096	458	803	110	187	364	422	5,197	4,440	228	247	369	405	Hawaii.
12,888	12,221	169	275	161	293	299	366	6,043	4,157	186	190	1,733	1,144	Idaho.
255,769	307,018	8,779	15,149	15,852	30,882	29,898	45,839	130,258	133,631	5,678	8,782	9,693	13,539	Illinois.
82,040	85,066	2,804	4,338	4,531	8,453	5,814	8,059	35,167	29,375	1,168	1,453	3,243	3,389	Indiana.
61,899	59,022	2,467	3,762	2,683	4,808	2,741	3,096	23,111	16,764	858	922	1,841	1,535	Iowa.
44,170	38,484	1,842	2,706	1,478	2,389	3,181	4,526	16,191	11,822	816	893	611	562	Kansas.
46,630	36,650	1,454	2,091	2,121	3,652	1,535	1,412	14,827	11,562	752	765	1,145	1,042	Kentucky.
48,301	41,298	1,637	2,354	2,740	4,155	3,489	3,926	24,339	17,577	1,462	1,730	2,999	1,205	Louisiana.
21,082	22,309	629	1,055	757	1,498	965	1,068	7,764	6,354	248	248	4,246	1,879	Maine.
49,734	49,011	3,640	5,807	4,283	7,078	5,851	6,394	22,585	19,279	1,202	1,364	1,423	1,440	Maryland.
133,875	150,801	5,887	9,805	10,434	19,752	11,796	14,898	62,358	62,555	2,731	3,896	2,755	3,442	Massachusetts.
125,581	143,665	8,503	13,391	5,948	12,109	8,689	11,838	57,083	54,860	2,368	3,660	12,316	12,445	Michigan.
75,631	85,561	2,702	4,422	3,785	6,753	4,665	5,540	28,378	26,641	1,485	1,840	3,525	3,351	Minnesota.
28,787	19,117	817	1,293	679	1,033	642	721	10,010	5,526	345	285	1,339	430	Mississippi.
103,249	105,335	4,097	6,286	6,392	11,155	8,752	9,898	45,407	38,716	2,208	2,814	2,570	3,241	Missouri.
13,052	14,949	232	402	267	529	829	969	5,922	5,725	170	240	1,033	905	Montana.
32,847	30,056	1,287	1,937	1,608	2,567	1,410	1,678	13,398	10,585	332	332	771	609	Nebraska.
3,151	3,783	30	60	37	59	208	257	2,765	3,198	177	167	122	150	Nevada.
11,915	12,296	946	1,051	644	1,225	476	385	5,775	4,599	174	196	1,192	539	New Hampshire.
99,003	121,613	4,932	7,743	13,673	28,936	12,761	16,911	60,424	61,130	2,471	3,349	2,638	3,314	New Jersey.
8,367	8,181	92	170	71	106	364	389	4,713	3,431	173	146	255	243	New Mexico.
407,826	534,763	29,965	50,814	53,986	96,961	91,398	120,764	253,474	278,639	14,386	22,019	10,431	15,564	New York.
62,589	49,937	1,195	1,963	2,293	3,653	2,539	2,634	22,230	15,575	728	710	1,081	614	North Carolina.
14,115	18,462	409	599	287	452	749	697	3,946	3,108	101	155	133	131	North Dakota.
181,963	209,455	5,196	9,146	10,172	19,126	16,321	22,033	84,929	80,747	3,725	4,948	5,785	7,349	Ohio.
45,439	41,606	1,373	2,087	1,243	2,130	3,887	4,437	21,112	15,851	1,078	1,268	660	679	Oklahoma.
29,298	35,696	557	911	856	1,494	1,513	1,640	13,245	12,632	785	967	7,840	7,161	Oregon.
214,476	239,052	11,824	18,108	17,233	33,508	25,288	32,946	98,010	94,141	5,759	7,987	10,299	11,360	Pennsylvania.
23,318	24,690	599	960	1,194	2,447	2,270	3,961	10,334	8,849	425	558	529	560	Rhode Island.
28,233	21,736	626	987	2,668	3,378	651	692	10,675	5,920	520	452	739	325	South Carolina.
12,807	11,494	335	500	451	580	314	296	3,619	2,624	122	147	117	130	South Dakota.
54,683	45,172	1,365	1,969	2,527	4,184	2,619	2,607	22,274	15,019	2,022	2,188	861	698	Tennessee.
158,578	135,413	3,998	5,917	5,406	7,599	9,117	11,058	86,331	56,283	4,963	5,474	2,925	2,355	Texas.
15,395	17,482	352	671	423	864	926	1,244	5,915	5,129	237	276	237	289	Utah.
8,563	8,986	288	496	468	893	235	215	3,217	2,692	77	62	722	437	Vermont.
57,152	50,448	1,314	2,137	3,228	5,153	6,096	7,508	21,134	15,640	1,258	1,242	2,001	1,077	Virginia.
50,796	61,090	1,140	1,936	2,014	3,766	3,706	4,725	22,291	22,978	1,022	1,406	8,458	7,746	Washington.
30,669	33,658	721	1,144	1,331	2,303	7,891	9,739	11,336	9,489	973	1,102	2,817	2,359	West Virginia.
69,899	81,654	2,740	4,689	3,282	6,449	2,931	4,044	27,456	25,767	1,140	1,457	3,815	3,570	Wisconsin.
6,003	6,810	132	231	39	54	347	721	2,749	2,425	81	104	388	443	Wyoming.



Within each industry, the average taxable wage for men was higher than that for women. This difference was particularly marked in trade, in which many women work part time during the Christmas season. In manufacturing, too, there is a marked differential. The average taxable

wage for women was closest to that of men in construction, mining and quarrying, transportation, and public utilities—the industrial divisions in which women were least numerous.

This classification of workers provides data heretofore not available on the volume of em-

Table 12.—*Old-age and survivors insurance: Workers with taxable wages in the fourth quarter of 1938<sup>1</sup>*

[Corrected to June 15, 1940; wages in thousands <sup>4</sup>]

State	Total <sup>1</sup>		Mining and quarrying		Contract construction		Manufacturing		Transportation		Communication		Public utilities	
	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages	Workers	Taxable wages
Female														
Total.....	5,974,311	\$3,796,779	15,908	\$15,808	25,864	\$20,601	2,426,288	\$1,520,902	42,017	\$35,547	183,457	\$190,367	48,906	\$54,366
Alabama.....	55,430	24,168	119	99	1,295	645	21,274	9,746	279	163	368	293	282	266
Alaska.....	1,286	127	58	76	7	7	391	158	28	20	18	19	11	7
Arizona.....	11,840	6,309	200	185	62	37	608	404	114	64	519	335	135	145
Arkansas.....	24,968	10,063	180	149	72	36	4,837	1,093	67	1,346	1,002	276	226	236
California.....	351,832	256,450	2,307	3,102	2,407	1,932	85,115	56,849	5,600	3,999	17,032	18,501	2,194	2,597
Colorado.....	42,286	23,923	219	202	135	103	6,751	4,150	208	179	2,649	2,277	368	348
Connecticut.....	127,810	59,965	23	26	505	455	72,950	48,128	469	391	3,040	3,372	969	1,249
Delaware.....	14,821	9,646	420	219	69	53	7,488	5,131	49	45	278	259	100	100
District of Columbia.....	41,897	32,530	54	30	269	249	3,108	2,133	254	293	2,675	3,462	133	188
Florida.....	68,609	29,849	66	32	588	454	17,133	6,830	918	419	976	864	221	241
Georgia.....	111,823	49,396	39	34	318	230	62,034	26,895	379	239	808	944	711	713
Hawaii.....	11,174	5,661	1	1	45	29	3,438	1,375	121	139	239	222	111	125
Idaho.....	13,144	5,962	79	69	49	31	1,175	582	124	77	779	502	178	158
Illinois.....	488,057	343,073	596	632	1,694	1,640	199,831	144,217	3,227	3,586	5,188	4,032	3,599	4,266
Indiana.....	146,197	83,697	149	132	583	418	63,393	37,938	738	590	3,558	2,559	1,533	1,489
Iowa.....	78,474	41,347	53	55	384	259	20,256	11,995	344	257	1,691	906	1,004	764
Kansas.....	44,902	21,978	275	278	209	121	6,768	4,280	355	187	2,826	2,104	620	526
Kentucky.....	55,050	26,479	574	407	236	189	19,662	9,476	980	287	1,088	794	399	364
Louisiana.....	52,975	24,586	327	302	239	170	14,593	6,455	572	508	398	308	239	191
Maine.....	45,592	22,865	9	7	161	105	25,924	12,328	84	71	1,621	1,328	395	395
Maryland.....	91,454	52,563	41	34	369	259	41,184	22,185	692	601	3,277	3,324	807	895
Massachusetts.....	318,874	213,910	69	68	1,256	1,089	167,589	104,897	2,268	1,957	11,205	12,509	1,748	1,911
Michigan.....	238,013	148,251	223	311	749	749	32,008	56,215	1,075	965	6,511	6,933	1,973	2,358
Minnesota.....	105,617	68,190	132	146	899	370	25,440	18,029	698	588	1,868	1,021	898	900
Mississippi.....	28,686	10,940	37	24	213	68	11,130	3,569	315	62	97	80	238	198
Missouri.....	194,267	117,678	243	245	680	576	76,794	46,965	1,526	1,203	6,762	6,504	1,600	1,701
Montana.....	13,762	8,227	178	174	33	14	1,088	712	65	70	765	594	227	224
Nebraska.....	37,468	19,571	25	22	194	144	6,211	3,499	224	168	1,548	876	383	310
Nevada.....	3,153	2,055	124	96	26	19	174	105	55	34	68	66	47	47
New Hampshire.....	32,196	17,991	14	11	114	73	19,844	11,349	52	35	1,068	884	304	292
New Jersey.....	271,644	184,410	323	291	1,027	865	157,081	101,030	1,312	1,315	8,579	10,153	2,046	2,226
New Mexico.....	7,273	3,343	129	113	47	25	425	182	43	22	472	308	89	73
New York.....	959,693	766,396	775	833	4,409	4,078	426,481	313,275	7,612	8,028	35,153	48,458	8,125	11,432
North Carolina.....	156,601	69,963	169	46	333	236	94,847	48,877	255	192	1,064	795	391	412
North Dakota.....	10,558	5,139	22	15	56	37	1,656	638	46	34	194	106	164	125
Ohio.....	339,094	216,085	1,009	837	1,315	1,057	130,349	91,176	1,714	1,658	10,481	10,908	3,469	3,695
Oklahoma.....	50,040	26,528	1,034	1,870	101	144	6,216	4,007	405	297	3,460	2,841	611	621
Oregon.....	43,695	26,610	36	23	173	108	9,326	6,379	557	457	1,833	1,833	576	570
Pennsylvania.....	511,156	317,636	1,827	1,802	1,901	1,561	251,862	154,150	2,646	2,571	14,132	13,981	4,890	5,319
Rhode Island.....	63,661	38,317	9	13	170	131	42,721	23,964	132	117	1,895	1,959	419	457
South Carolina.....	60,299	25,258	11	12	164	99	39,164	17,461	111	79	332	215	176	159
South Dakota.....	11,585	5,346	41	38	52	24	1,630	811	69	45	518	323	119	79
Tennessee.....	90,863	44,244	207	161	221	74	42,794	21,405	320	246	787	684	612	597
Texas.....	174,957	82,696	1,376	1,582	728	471	30,863	15,311	1,554	1,214	8,869	6,911	1,838	1,622
Utah.....	20,144	9,557	109	103	48	29	4,988	1,822	88	83	1,185	917	206	179
Vermont.....	12,368	6,621	12	15	44	29	4,383	2,214	40	24	888	628	198	177
Virginia.....	96,720	41,554	190	159	416	306	35,119	18,521	341	274	2,591	2,321	608	613
Washington.....	77,210	46,948	360	159	278	197	15,103	8,713	2,190	1,991	3,413	3,577	697	693
West Virginia.....	45,461	24,338	1,238	913	119	77	14,426	8,597	177	126	1,589	1,319	563	565
Wisconsin.....	123,794	81,456	68	39	535	431	48,082	34,363	427	374	5,712	4,908	1,354	1,499
Wyoming.....	6,068	3,152	149	121	37	25	561	358	43	34	354	256	52	47

<sup>1</sup> Workers with taxable wages in the fourth quarter of 1938 represent 77 percent of all workers in the 1938 basic tabulation, and their total 1938 taxable wages represent 89 percent of all wages in that tabulation. See footnote 3.

<sup>2</sup> Workers in the fourth quarter and their taxable wages for the year assigned to industrial division and State in which they were employed in fourth quarter. Workers in multi-industry employing organizations allocated to State

primary industry as determined by largest number of workers in all employing organizations in the State engaged in the same combination of industries.

<sup>3</sup> Data derived from basic tabulation without adjustment for 1937 and 1938 carry-over. The basic tabulation includes for all 4 quarters of 1938 taxable wages identified for posting to individual accounts through May 12, 1939, plus all 1937 taxable wages identified for posting after July 9, 1938, and through



ployment in the Nation's industries during a given period. Comparisons of data for the industries or for the several States may be made, however, only with full regard for the varying operation of seasonal factors. All comparisons of wages must

take account, further, of the fact that the annual amounts here tabulated include some 1937 wage items and that the amounts given represent the wages only of workers who were employed in the fourth quarter of 1938.

**and total amount of 1938 taxable wages, by industrial divisions,<sup>2</sup> by States, and by sex<sup>3</sup>—Continued**

[Corrected to June 15, 1940; wages in thousands<sup>4</sup>]

Trade		Finance		Insurance		Real estate		Service		Professional services		Miscellaneous		State
Workers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	Workers	Taxable wages	Work-ers	Taxable wages	Work-ers	Taxable wages	
Female														Total.
1,770,791	\$936,458	63,389	\$65,245	168,013	\$171,389	120,865	\$95,201	894,662	\$501,443	170,408	\$145,193	43,683	\$34,259	
19,191	6,916	416	325	800	642	681	418	8,173	2,990	1,974	1,169	578	497	Alabama.
274	197	10	15	4	3	11	9	433	285	36	32	5	1	Alaska.
4,965	2,276	92	91	215	194	221	146	3,961	1,806	670	515	78	51	Arizona.
11,156	3,525	285	227	401	339	339	188	4,593	1,748	1,249	730	105	61	Arkansas.
117,685	70,985	3,452	3,865	11,179	11,801	9,742	8,315	79,504	54,807	17,540	16,014	5,095	3,684	California.
17,339	8,387	508	525	897	775	843	627	9,993	4,854	1,866	1,310	510	187	Colorado.
24,464	14,240	1,322	1,539	8,295	9,152	2,205	2,093	10,227	6,215	2,792	2,518	549	458	Connecticut.
3,398	1,718	222	243	191	172	528	527	1,733	866	272	232	73	51	Delaware.
17,184	10,973	370	449	1,264	1,350	2,226	1,813	10,452	7,244	2,065	2,361	1,543	1,956	District of Columbia.
25,130	9,800	664	592	1,260	930	1,687	1,075	17,194	6,502	2,508	1,924	264	187	Florida.
28,450	10,729	752	604	1,868	1,686	1,125	772	12,378	4,677	2,738	1,710	223	162	Georgia.
3,634	1,732	165	222	92	87	98	77	2,680	1,193	468	358	82	100	Hawaii.
5,727	2,229	80	76	153	100	173	118	3,775	1,528	672	428	180	63	Idaho.
151,037	92,803	4,374	4,846	12,795	13,441	12,784	10,477	76,561	47,599	11,411	10,972	4,960	4,564	Illinois.
41,032	20,377	1,936	1,781	3,154	2,966	2,065	1,449	22,239	10,469	3,648	2,530	1,269	999	Indiana.
29,687	13,141	1,318	1,142	2,653	2,625	965	661	16,168	6,992	3,245	2,212	676	338	Iowa.
18,413	7,102	842	726	1,043	776	752	510	10,298	3,891	2,168	1,296	353	180	Kansas.
19,119	7,629	716	583	1,231	1,076	458	322	8,578	3,974	1,791	1,255	298	172	Kentucky.
20,488	8,588	871	636	1,162	969	646	474	11,255	4,255	1,867	1,302	318	160	Louisiana.
10,068	4,578	385	355	530	497	218	156	4,991	2,324	930	641	267	80	Maine.
25,828	12,714	2,145	2,035	3,023	2,718	1,051	770	10,602	5,202	1,947	1,581	488	245	Maryland.
72,067	43,867	3,295	3,750	10,622	10,619	3,101	2,615	37,629	22,869	6,710	6,540	1,415	1,219	Massachusetts.
86,276	41,987	3,396	3,380	4,740	4,668	4,641	3,562	38,272	20,600	5,944	5,036	1,652	1,287	Michigan.
40,490	23,290	1,383	1,282	3,820	3,698	1,878	1,471	23,912	13,360	4,386	3,413	725	533	Minnesota.
9,653	3,607	394	354	417	342	249	164	4,643	1,522	1,038	589	262	62	Mississippi.
62,563	32,412	2,044	1,866	4,609	4,471	3,653	2,691	28,175	14,857	4,296	3,311	1,262	877	Missouri.
5,657	3,034	110	100	219	220	328	237	4,116	2,213	650	530	196	76	Montana.
14,652	6,689	614	497	1,786	1,690	813	538	8,802	3,756	1,920	1,214	296	162	Nebraska.
1,044	648	24	20	54	25	125	101	1,185	731	181	174	46	18	Nevada.
5,672	2,466	239	229	548	520	135	84	3,636	1,626	442	372	128	49	New Hampshire.
43,305	25,209	1,742	1,843	11,283	11,570	6,803	5,048	31,835	19,259	5,460	5,091	848	512	New Jersey.
2,924	1,150	47	46	69	56	98	88	2,481	968	379	267	70	44	New Mexico.
242,073	168,904	12,012	14,754	41,229	46,688	30,078	25,644	119,694	88,604	26,009	28,550	6,043	7,148	New York.
44,208	11,471	590	555	1,093	972	550	441	10,690	4,267	2,188	1,474	283	225	North Carolina.
4,690	2,093	194	146	239	229	135	97	2,958	1,285	430	293	74	36	North Dakota.
105,099	55,925	3,809	3,332	6,830	6,592	5,000	3,930	50,609	28,417	8,259	6,780	2,651	1,867	Ohio.
21,630	8,357	682	623	1,082	987	1,193	790	10,546	4,510	2,542	1,687	448	291	Oklahoma.
16,244	8,912	363	347	1,037	921	882	680	8,938	5,139	2,156	1,687	1,442	562	Oregon.
137,853	73,163	4,548	4,661	9,495	9,623	10,793	7,832	58,543	32,638	9,481	8,236	3,203	2,100	Pennsylvania.
11,827	6,661	363	389	807	908	432	513	4,035	2,411	677	630	174	136	Rhode Island.
13,287	3,929	294	221	966	736	193	137	4,502	1,543	936	628	43	39	South Carolina.
5,946	2,101	123	91	210	120	71	47	3,027	1,136	535	350	28	17	South Dakota.
27,152	11,251	760	642	1,740	1,535	682	471	12,379	4,888	2,784	1,968	365	254	Tennessee.
71,861	27,302	2,216	1,811	4,696	3,856	2,695	1,789	39,389	14,763	8,004	5,450	928	615	Texas.
8,425	3,604	228	195	327	279	359	232	3,429	1,646	663	420	89	49	Utah.
3,525	1,630	214	207	427	442	62	44	2,160	941	341	225	74	45	Vermont.
32,515	12,328	622	545	1,621	1,429	1,446	961	12,047	4,920	2,833	1,973	371	203	Virginia.
30,176	15,839	710	676	1,973	1,858	3,292	2,183	15,115	9,035	2,824	2,306	1,079	680	Washington.
14,869	6,643	400	451	528	504	439	316	6,534	3,055	2,070	1,453	322	155	West Virginia.
38,519	20,028	1,436	1,351	3,104	3,128	1,626	1,236	17,753	10,210	4,051	3,120	1,127	770	Wisconsin.
2,838	1,048	52	49	82	25	121	88	1,840	854	344	214	95	32	Wyoming.

May 12, 1939, and the workers for whom they were reported. The 1937 taxable wages amounted to \$1,604,981,112 and were paid to 4,278,915 workers of whom an estimated 745,087 were reported for 1937 but not for 1938. The 1938 wages identified for posting to individual accounts through May 12, 1939, and the workers for whom these wages were reported represented 96 percent of the respective estimated totals for the year.

<sup>4</sup> Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

<sup>5</sup> Excludes 2,253,413 workers whose returns did not carry industrial codes at time of tabulation or whose sex was unknown, and their taxable wages of \$2,256,538,571.



# Employment and Pay Rolls, 1939

EMPLOYERS subject to the provisions for Federal old-age and survivors insurance are required to report to the Bureau of Internal Revenue the names, account numbers, and taxable wages paid to employees who are covered by the program. These reports made in connection with quarterly tax returns are transmitted to the Social Security Board in order that the wages received by all covered workers may be recorded in their individual accounts. Individual wages are posted to employee accounts only once a year, after reports for all calendar quarters have been received. Certain summary data are, however, compiled each quarter from total figures reported by employers, to give an indication of the number of workers engaged in covered employment at the end of the quarter, total taxable pay rolls for the quarter, and the number of employing organizations reporting taxable pay rolls, each classified according to size of employing organization and industry. Whereas the latest wage-record data available for presentation in this volume relate to 1938 (pp. 51-65), it is possible to give in broad outlines figures for employment and pay rolls under the old-age and survivors insurance program for 1939.

Certain explanations of the character of the data presented in tables 13-16 are essential to an understanding of their significance and comparability with similar information obtained from other sources. For example, the total number of employers making returns to the Bureau of Internal Revenue under provisions of the Federal Insurance Contributions Act (formerly title VIII of the Social Security Act) is larger than the total included in the tabulations here presented. Some employers file returns even though they are not liable for contributions for the quarter in question. Such returns are not included in the tables. Returns from employers who report taxable wages for a quarter but no employees at the end of the pay-roll period are included, however. Such instances arise when an employer goes out of business or when an establishment is shut down. Table 13 shows \$15.1 million in taxable wages paid by 28,665 employing organizations which reported no employees on the last day or the last pay roll of September.

The interrelationships of the three sets of data—number of employing organizations, amount of taxable pay rolls, and number of workers—should be borne in mind. All employing organizations, including those with no employees at the end of the quarter, are represented in the total

**Table 13.—Old-age and survivors insurance: Number of employing organizations<sup>1</sup> and amount of taxable pay rolls, July–September 1939, and number of workers on last day or last pay roll of September 1939, by size of employing organization<sup>2</sup>**

[Corrected to Oct. 1, 1940]

Number of workers in employing organization <sup>3</sup>	Employing organizations	Taxable pay rolls	Workers
Total.....	1,774,204	\$7,408,365,488	25,377,216
0 <sup>4</sup> .....	28,665	15,139,468	0
1-9.....	1,458,081	958,504,626	4,109,519
1.....	528,087	108,216,499	528,087
2.....	309,958	134,135,550	619,916
3.....	204,187	139,316,249	612,561
4.....	130,001	120,434,164	520,004
5.....	95,155	114,219,316	475,775
6.....	71,965	106,392,916	431,790
7.....	56,241	99,702,879	393,687
8.....	34,684	71,032,534	277,472
9.....	27,803	65,054,521	250,227
10-99.....	257,749	1,847,735,281	6,664,704
10-19.....	137,508	501,435,583	1,852,180
20-29.....	49,010	328,518,964	1,167,889
30-39.....	25,191	239,253,434	856,147
40-49.....	15,338	189,120,526	676,867
50-59.....	10,220	155,720,459	553,760
60-69.....	7,366	131,986,363	472,818
70-79.....	5,471	112,608,244	405,954
80-89.....	4,158	97,746,256	350,513
90-99.....	3,487	91,365,452	328,576
100-999.....	27,538	1,943,020,019	6,873,676
100-199.....	15,506	595,305,046	2,145,580
200-299.....	5,174	348,798,509	1,254,499
300-399.....	2,566	245,758,950	883,260
400-499.....	1,483	187,527,736	660,553
500-599.....	972	154,174,426	530,834
600-699.....	646	123,407,785	418,435
700-799.....	503	107,976,212	375,980
800-899.....	374	94,736,236	316,942
900-999.....	314	85,335,119	287,887
1,000-9,999.....	2,049	1,564,543,159	4,782,916
1,000-1,999.....	1,228	510,422,955	1,674,121
2,000-2,999.....	385	305,043,265	941,911
3,000-3,999.....	166	192,428,772	562,580
4,000-4,999.....	109	169,131,794	487,301
5,000-5,999.....	54	100,248,321	300,478
6,000-6,999.....	43	96,466,222	279,827
7,000-7,999.....	20	52,020,036	145,436
8,000-8,999.....	26	82,504,736	220,378
9,000-9,999.....	18	56,217,058	170,884
10,000 and over.....	122	1,079,422,935	2,946,401

<sup>1</sup> An employing organization includes all establishments reported on 1 employer return.

<sup>2</sup> Tabulation from which compiled includes 91 percent of estimated number of reports of taxable pay rolls for July–September.

<sup>3</sup> As determined by number of workers reported on last day or last pay roll of September.

<sup>4</sup> Returns show taxable pay rolls during quarter but no workers on last day or last pay roll.



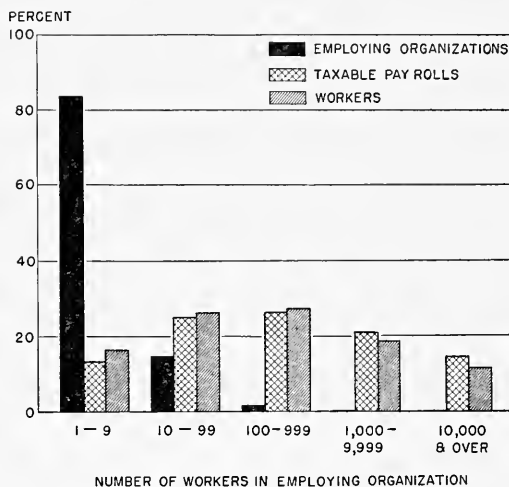
taxable pay rolls for the quarter. Only employing organizations which reported workers on the last day or last pay roll of the quarter are represented in the count of workers as of those dates. Total taxable pay rolls for the quarter include all taxable wages of all employees who received such wages at any time during the quarter, not merely the wages of those who were employed on the last day or last pay roll of the quarter.

In tabulating the reports on employment and pay rolls, it is necessary to make an arbitrary decision on the closing date for the inclusion of employer reports and to omit data from reports received thereafter. This date was set at approximately 4 months after the end of the quarter, and for the most part the employers whose reports were received later were those who had few employees and small pay rolls. The tabulation for the first quarter of 1939 includes 91 percent of the estimated number of employer reports and includes 98 percent of the estimated employees and pay rolls for the quarter. The data presented for the other quarters of the year similarly represent all but a small percentage of the employers, employees, and pay rolls for those periods.

Employers have the option of reporting the number of covered workers in their establishments on either the last day or last pay roll of the quarter. It is believed that employers with a large number of workers choose the latter alternative. Since this count approximates a census of employment at a given time, it is evident that pay rolls for the quarter cannot be divided by the number of workers reported at the end of the quarter to derive an average taxable wage.

The total employment and pay rolls for the year 1939 (tables 14 and 15) are not directly comparable with data from 1938 wage records presented in tables 6-12 (pp. 52-65). Aside from the difference in the period to which the figures apply, total taxable wages as derived from these employment and pay-roll figures include amounts which cannot be entered in the accounts of individual workers until after discrepancies in account number and name are reconciled or supplementary information is received by the Board. The extent of delayed or incomplete reporting by employers has decreased with increasing knowledge of the purpose and procedures of the old-age and survivors insurance program, but the differences between the two series of data which may derive

**Chart 9.—Old-age and survivors insurance: Percentage distribution of employing organizations and taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by size of employing organization <sup>1</sup>**



<sup>1</sup> See table 13, p. 66.

from delayed or incomplete reporting should not be overlooked in interpreting the figures. As far as practicable, the data from 1938 wage records incorporate corrections for such factors.

When an employer has reported as much as \$3,000 paid to an individual employee in a calendar year, he ceases to report additional wages paid to that worker since only the first \$3,000 received in a year is taxable under the old-age and survivors insurance program. None of the pay-roll or wage data derived from the operation of the program can be interpreted as reflecting total pay rolls or total income of workers. Moreover, wages derived from employment excluded from coverage under the system are not contained in any of the tables in this section. The principal areas of employment thus excluded are agricultural labor, domestic service in private homes, railroad employment as defined by the Railroad Retirement Act, employment in the service of Federal, State, and local governments and Federal instrumentalities, service as a member of the crew of a documented vessel of the United States, and employment in the service of nonprofit organizations engaged in religious, educational, literary, scientific, and charitable activities.

In reporting wages paid in 1937 and 1938, em-



Table 14.—*Old-age and survivors insurance: Number of workers on last day or last pay roll of March, June, September, and December 1939, by major industry groups*<sup>1</sup>

[Corrected to Oct. 1, 1940]

Major industry group and number	Allocated to primary industry <sup>2</sup>				Adjusted for secondary industries <sup>3</sup>			
	March	June	September	December	March	June	September	December
Total <sup>4</sup> .....	23,132,546	24,118,358	24,944,575	24,468,375	23,152,546	24,118,358	24,944,575	24,468,375
Agriculture <sup>5</sup> .....	18,412	13,407	8,333	7,554	21,878	16,915	11,833	11,160
Mining and quarrying.....	740,768	720,742	777,650	731,938	825,649	806,651	863,352	870,258
10. Metalliferous mining.....	65,613	71,397	75,980	68,153	88,133	94,312	98,846	94,050
11. Intracutic mining.....	92,617	84,178	83,572	89,085	93,029	84,695	84,389	89,617
12. Bituminous mining.....	382,118	352,432	405,780	419,933	409,901	370,431	423,739	438,437
13. Crude petroleum and natural gas production.....	122,259	134,286	131,031	133,557	160,298	172,209	188,923	172,544
14. Nonmetallic mining and quarrying.....	67,731	78,449	60,945	68,871	74,298	85,034	87,485	75,610
Contract construction.....	954,905	1,297,683	1,329,005	1,033,580	979,621	1,292,336	1,323,669	1,028,083
15. General contractors—building construction.....	310,339	386,115	370,958	299,358	321,702	397,016	382,434	311,181
16. General contractors—other building construction.....	281,629	409,140	434,695	280,619	293,221	390,509	416,003	291,496
17. Special trade contractors (subcontractors).....	352,957	502,428	523,353	453,573	394,698	604,211	525,232	455,406
Manufacturing.....	10,484,576	10,563,098	11,112,451	10,941,577	10,245,628	10,324,284	10,574,150	10,696,068
20. Food manufacturing.....	1,265,494	1,431,067	1,504,309	1,330,083	1,235,980	1,401,194	1,474,500	1,299,373
21. Tobacco manufacturing.....	113,865	117,505	123,320	111,862	110,229	113,825	120,148	108,079
22. Textile mill products.....	1,246,742	1,269,587	1,308,486	1,299,840	1,185,270	1,177,368	1,246,400	1,235,877
23. Apparel and other finished articles made from fabrics.....	387,976	413,562	433,753	439,565	395,937	422,408	469,211	480,177
24. Basic lumber industries.....	378,928	388,061	410,320	410,320	380,138	391,330	410,320	410,320
25. Finished lumber products.....	265,549	294,702	283,964	284,308	297,077	316,269	317,590	317,590
26. Paper and allied products.....	590,753	585,725	588,442	576,782	592,896	587,852	590,266	578,969
27. Chemical, publishing, and allied industries.....	461,757	401,202	421,004	413,590	497,407	437,286	437,010	450,685
28. Products of petroleum and coal.....	10,357	122,383	415,780	405,101	288,765	300,245	293,884	278,539
29. Rubber products.....	13,517	10,357	382,907	371,443	382,907	382,907	382,907	382,907
30. Leather and its manufactures.....	402,885	387,748	392,907	371,443	401,976	382,907	382,907	382,907
31. Stone, clay, and glass products.....	379,107	396,503	402,707	392,740	352,121	369,185	375,432	394,660
32. Iron and steel and their products.....	231,088	236,963	259,118	272,418	254,266	290,453	282,558	296,566
33. Machinery, electrical, and electronic products.....	399,798	405,100	439,975	435,225	426,512	469,985	469,143	469,143
34. Electrical machinery (including radios and refrigerators).....	532,015	538,777	531,882	531,882	702,661	724,541	742,836	706,572
35. Miscellaneous manufacturing.....	451,723	438,493	466,074	472,759	460,103	444,975	451,137	451,137
Transportation.....	866,548	880,724	961,172	911,271	884,557	896,952	979,361	930,010
41. Street, suburban and interurban railways (other than interstate railroads) and city and suburban bus lines.....	146,055	148,598	137,011	146,878	156,651	159,322	148,202	157,903
42. Trucking and/or warehousing for hire.....	322,985	340,793	360,900	336,900	356,900	370,900	382,900	368,900
43. Other transportation, except water transportation.....	135,318	139,605	142,713	143,320	136,738	141,043	144,148	144,148
44. Water transportation.....	90,545	82,175	96,506	73,360	92,249	83,900	85,227	85,227
45. Services allied to transportation, not elsewhere classified.....	171,645	169,594	188,533	163,908	175,548	171,520	190,275	165,888
Public utilities.....	845,066	851,661	868,759	847,817	826,943	833,318	850,455	828,939
46. Communications: telephone, telegraph, commercial radio, and related services.....	386,307	371,098	390,295	389,839	387,131	371,632	391,037	383,680
47. Utilities: light, heat, and power companies, electric and gas.....	438,553	455,326	445,794	444,433	418,867	435,400	428,922	428,922
49. Other local utilities and local public services.....	20,206	25,237	22,650	20,552	20,945	25,985	23,596	21,320
Wholesale and retail trade.....	4,886,222	5,037,085	5,145,098	5,370,302	4,975,221	5,147,165	5,238,585	5,402,906
50-2. Wholesale trade and wholesale and retail trade combined.....	1,640,419	1,699,092	1,756,980	1,742,459	1,741,290	1,784,098	1,859,087	1,837,940
53. Retail general merchandise.....	984,770	1,015,093	1,040,164	1,030,164	1,030,164	1,060,164	1,090,164	1,070,164
54. Retail food.....	765,400	814,345	800,716	820,716	743,586	791,181	782,570	782,570
55. Retail apparel.....	345,174	367,422	364,738	371,666	355,571	377,945	375,238	382,754
56. Retail automobile.....	432,675	440,919	431,553	452,526	439,010	437,995	447,317	459,117
57. Retail trade not elsewhere classified.....	708,752	739,180	756,856	771,205	734,375	765,114	782,734	797,866



	223, 126	223, 218	234, 226	227, 084	240, 955	248, 227	249, 205	242, 513
<b>Finance</b>								
60. Bank and trust companies.....	75, 307	81, 649	89, 721	80, 844	87, 743	91, 108	92, 100	90, 690
61. Finance agencies not elsewhere classified.....	71, 524	71, 524	71, 914	69, 636	72, 283	72, 211	72, 211	69, 198
62. Finance agencies not elsewhere classified.....	76, 266	80, 002	79, 594	79, 810	80, 949	84, 894	84, 385	84, 746
<b>Insurance</b>								
462, 446	473, 370	459, 392	447, 201	421, 938	432, 370	418, 480	405, 051	
63. Insurance carriers.....	396, 691	406, 866	392, 831	381, 988	355, 274	364, 046	351, 001	338, 772
64. Insurance agents and brokers.....	65, 755	65, 654	66, 661	65, 533	66, 664	67, 424	67, 479	66, 279
<b>Real estate</b>								
465, 763	502, 424	469, 770	464, 828	538, 257	575, 800	542, 987	640, 259	
65. Real estate dealers, agents, and brokers.....	342, 644	370, 925	372, 150	367, 875	398, 892	397, 492	398, 690	385, 186
66. Real estate, insurance, loans, law office; any combination.....	56, 859	59, 582	59, 451	57, 210	55, 098	57, 800	57, 672	55, 377
67. Administrative offices and holding companies.....	66, 290	71, 917	33, 169	39, 743	114, 267	120, 508	86, 655	88, 696
<b>Service</b>								
2, 085, 127	3, 008, 992	3, 051, 940	2, 900, 982	2, 694, 983	3, 018, 969	3, 081, 897	2, 910, 840	
70. Hotels, furnished rooms, camps, and other lodging places.....	335, 025	439, 422	434, 622	393, 993	370, 054	424, 270	419, 503	378, 416
71. Eating and drinking places.....	655, 656	757, 668	772, 127	750, 309	696, 365	768, 408	782, 944	761, 453
72. Personal service.....	598, 809	643, 374	635, 047	621, 408	598, 781	643, 345	635, 018	621, 379
73. Business service not elsewhere classified.....	309, 361	315, 921	307, 685	304, 931	305, 213	311, 724	303, 446	300, 615
74. Employment agencies and commercial and trade schools.....	19, 826	16, 621	17, 277	17, 212	20, 748	17, 857	18, 511	18, 483
75. Automobile repair services, garages, and filling stations.....	21, 308	27, 635	27, 635	26, 638	26, 638	26, 638	26, 638	26, 638
76. Restaurant and other food service establishments.....	21, 700	21, 641	21, 641	21, 641	21, 641	21, 641	21, 641	21, 641
77. Recreational services, such as motion pictures, etc.....	63, 486	68, 648	96, 619	76, 419	62, 912	68, 979	96, 446	76, 863
78. Agricultural and horticultural services and related services.....	162, 326	173, 635	184, 619	174, 092	170, 138	181, 542	192, 509	182, 220
79. Amusement and recreation and related services not elsewhere classified.....	180, 328	253, 618	254, 984	214, 730	181, 890	255, 099	255, 562	216, 356
<b>Professional services</b>								
275, 889	284, 726	283, 041	279, 390	276, 372	285, 214	283, 529	279, 883	
80. Medical and other health services.....	130, 784	145, 894	146, 758	145, 088	139, 926	146, 092	145, 226	145, 226
81. Law offices and related services.....	81, 342	83, 710	84, 178	82, 285	81, 369	83, 757	84, 235	82, 344
82. Educational institutions and agencies.....	19, 303	16, 228	15, 086	17, 220	19, 303	16, 228	15, 086	17, 220
83. Other professional and social service agencies and institutions.....	35, 490	38, 894	37, 019	34, 797	35, 744	39, 182	37, 306	35, 093
<b>Miscellaneous</b>								
210, 698	231, 228	240, 128	255, 251	217, 544	238, 157	247, 042	262, 375	
85. Private business organizations not elsewhere classified.....	51, 284	65, 132	71, 216	75, 019	57, 789	71, 716	77, 798	81, 798
86. Membership organizations, such as trade associations, trade unions, etc.....	153, 217	165, 491	168, 346	150, 062	158, 558	165, 536	168, 690	180, 417
All other.....	1, 197	605, 605	566	170	1, 197	605	566	170

<sup>1</sup> Tabulation from which compiled Includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

<sup>2</sup> Workers in multi-industry employing organizations allocated to industry (a) in which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

<sup>3</sup> Adjusted on basis of reports of establishments made in connection with employers' applications for identification numbers showing for each multi-industry employing organization proportionate

amount of employment in each industry. No adjustment made for sales outlets and establishments carrying on auxiliary and/or accessory activities when these are the only units not engaged in primary industry of employing organization.  
<sup>4</sup> Excludes workers on last day or last pay roll of month as follows: March, 551,257; June, 483,469; September, 432,941; and December, 473,838. Returns for organizations employing these workers did not include information.  
<sup>5</sup> Relates to workers having taxable occupations in agriculture.







Wholesale and retail trade.....	5, 419, 864	1, 296, 616	1, 354, 920	1, 369, 809	1, 398, 519	5, 541, 936	1, 326, 993	1, 385, 767	1, 400, 941	1, 428, 235
50-2. Wholesale trade and wholesale and retail trade combined.....	2, 183, 905	541, 021	546, 453	558, 377	513, 053	2, 340, 594	577, 973	584, 596	595, 279	593, 816
53. Retail general merchandise.....	1, 850, 907	495, 980	509, 424	508, 500	540, 903	1, 788, 524	478, 846	486, 416	486, 416	478, 846
54. Retail food.....	753, 857	181, 501	187, 248	191, 715	193, 394	700, 147	168, 865	172, 712	177, 435	177, 435
55. Retail automotive.....	443, 757	102, 203	115, 702	112, 230	113, 621	405, 447	107, 168	121, 411	117, 829	119, 039
56. Retail apparel.....	404, 047	93, 844	103, 739	98, 709	108, 656	418, 791	97, 031	107, 234	102, 196	112, 350
57. Retail trade not elsewhere classified.....	774, 491	182, 067	192, 354	200, 278	199, 792	818, 133	192, 910	202, 959	211, 511	212, 692
Finance.....	353, 112	95, 457	89, 876	88, 471	79, 368	381, 930	102, 873	97, 129	95, 541	86, 087
60. Bank and trust companies.....	117, 401	29, 513	29, 008	31, 349	27, 411	133, 614	33, 690	33, 055	35, 418	31, 302
61. Investment banking and security speculation.....	127, 106	37, 419	33, 211	30, 159	26, 318	130, 875	38, 450	34, 248	31, 046	27, 132
62. Finance agencies not elsewhere classified.....	108, 605	28, 526	27, 567	26, 963	25, 550	117, 441	30, 814	29, 826	29, 147	27, 653
Insurance.....	722, 190	196, 926	188, 702	181, 244	155, 318	623, 045	170, 706	161, 694	156, 545	134, 103
63. Insurance carriers.....	630, 617	172, 044	165, 145	158, 588	134, 540	528, 554	145, 073	137, 342	133, 169	112, 951
64. Insurance agents and brokers.....	91, 573	24, 882	23, 557	22, 655	20, 768	94, 314	25, 633	24, 352	23, 376	21, 152
Real estate.....	522, 233	128, 518	138, 868	130, 024	124, 822	629, 375	154, 617	163, 799	157, 983	153, 026
65. Real-estate dealers, agents and brokers.....	372, 831	85, 800	97, 166	96, 981	92, 884	406, 602	98, 534	105, 831	105, 702	101, 535
66. Real-estate insurance, loans, law office, any combination.....	70, 419	17, 448	18, 098	18, 192	16, 681	68, 655	16, 771	17, 685	17, 524	16, 375
67. Administrative offices and holding companies.....	78, 984	28, 270	23, 605	14, 851	15, 258	154, 119	44, 313	40, 283	34, 406	33, 117
Service.....	2, 571, 338	610, 338	653, 971	677, 593	629, 433	2, 602, 294	616, 027	661, 443	685, 861	638, 303
70. Hotels, furnished rooms, camps, and other lodging places.....	319, 843	75, 024	78, 905	91, 385	74, 327	293, 889	67, 423	71, 864	88, 541	69, 061
71. Eating and drinking places.....	519, 875	114, 564	129, 238	140, 037	136, 037	530, 222	116, 713	131, 657	142, 885	138, 968
72. Personal service not elsewhere classified.....	539, 793	127, 582	138, 981	139, 102	134, 129	547, 736	129, 257	141, 131	141, 131	136, 217
73. Employment agencies and commercial and trade schools.....	395, 284	107, 803	103, 030	95, 017	89, 414	399, 450	109, 418	104, 006	95, 914	90, 112
74. Automobile repair services, garages, and filling stations.....	244, 595	55, 102	64, 922	64, 578	61, 500	276, 516	5, 222	5, 053	4, 967	4, 973
75. Automobile repair services, garages, and filling stations.....	244, 595	55, 102	64, 922	64, 578	61, 500	276, 516	5, 222	5, 053	4, 967	4, 973
76. Repair services and miscellaneous hand trades not elsewhere classified.....	76, 030	17, 297	18, 938	19, 417	19, 988	77, 547	17, 527	18, 379	19, 388	19, 388
77. Agricultural and horticultural services and related services.....	59, 445	11, 977	15, 061	15, 962	15, 962	60, 177	12, 067	15, 299	16, 509	16, 302
78. Amusement and recreation: motion pictures.....	209, 042	56, 538	53, 859	51, 899	46, 747	222, 803	60, 265	57, 407	55, 152	49, 978
79. Amusement and recreation and related services not elsewhere classified.....	188, 534	39, 414	50, 393	54, 611	44, 115	193, 534	40, 563	51, 793	55, 156	45, 222
Professional services.....	306, 451	78, 414	78, 027	76, 385	73, 626	312, 657	79, 831	79, 654	78, 017	75, 156
80. Medical and other health services.....	128, 038	31, 498	31, 961	32, 264	32, 413	130, 082	31, 961	32, 353	32, 709	33, 025
81. Law offices and related services.....	100, 076	25, 464	25, 857	25, 633	23, 393	102, 221	25, 971	26, 177	26, 225	23, 845
82. Educational institutions and agencies.....	17, 385	5, 486	4, 400	3, 075	4, 423	17, 733	5, 800	4, 491	3, 141	4, 510
83. Other professional and social-service agencies and institutions.....	60, 953	15, 965	16, 179	15, 413	13, 396	62, 622	16, 462	16, 633	15, 852	13, 775
Miscellaneous.....	182, 209	44, 410	46, 038	48, 069	43, 692	190, 966	46, 426	48, 284	50, 404	45, 852
85. Private business organizations not elsewhere classified.....	50, 621	9, 689	12, 055	14, 467	14, 330	56, 294	10, 976	13, 474	15, 998	15, 846
86. Membership organizations, such as trade associations, trade unions, etc.....	131, 157	34, 458	33, 850	33, 480	29, 339	134, 090	35, 177	34, 669	34, 260	29, 984
All other.....	530	252	133	122	23	581	273	140	146	22

<sup>1</sup> Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 82 percent; and October-December, 92 percent.

<sup>2</sup> Totals represent sum of unrounded figures, hence may differ slightly from sum of rounded amounts.

<sup>3</sup> Taxable pay rolls of multi-industry employing organizations allocated to industry (a) in which labor force employees is engaged and (b) which is carried on in productive or operating units of employing organization.

<sup>4</sup> Adjusted on basis of reports of establishments made in connection with employers' applications

for identification numbers showing for each multi-industry employing organization proportionate share of total pay rolls in each industry. No adjustment made for sales outlets and establishments carrying on similar activities when these are the only units not engaged in primary industry of employing organization.

<sup>5</sup> Excludes taxable pay rolls as follows: January-March, \$139,310,909; April-June, \$117,154,536; July-September, \$103,427,298; and October-December, \$115,005,855. Returns for employing organizations reporting these pay rolls did not carry industrial and/or geographical codes at time of tabulation.

<sup>6</sup> Relates to workers having taxable occupations in agriculture.



ployers were to exclude the wages of persons aged 65 years and over since in those years they were not taxable for old-age insurance purposes. The Social Security Act Amendments of 1939, however, ended this exclusion. The wages paid to persons aged 65 and over were therefore included in employer reports for the third and fourth quarters of 1939, and data for the first and second quarters of the year have been adjusted to include an estimate of the taxable wages paid to this group.

From the first to the fourth quarter of 1939,

taxable pay rolls, number of employing organizations, and number of workers showed increases of 6, 9, and 5 percent, respectively.<sup>1</sup> Pay rolls amounted to \$7.0 billion in January–March, to \$7.1 billion in April–June, and to \$7.4 billion both in July–September and in October–December.<sup>2</sup>

<sup>1</sup> The tabulation from which these figures were taken includes 91 percent of the estimated number of reports for January–March, 93 percent for April–June, and 92 percent for July–September and October–December.

<sup>2</sup> The limitation of taxes to the first \$3,000 in annual wages from each employer results in the inclusion in early quarters of the year of data for employees whose wages are not taxable in later quarters.

**Table 16.—Old-age and survivors insurance: Number of employing organizations,<sup>1</sup> by major industry groups and by quarters, 1939 <sup>2</sup>**

[Corrected to Oct. 1, 1940]

Major industry group <sup>3</sup> and number	January–March	April–June	July–September	October–December
Total <sup>4</sup> .....	1,581,514	1,687,543	1,722,423	1,731,052
Agriculture <sup>5</sup> .....	1,822	1,517	992	996
Mining and quarrying.....	18,248	18,595	19,642	20,331
10. Metalliferous mining.....	1,783	2,060	2,213	2,138
11. Anthracite mining.....	283	271	279	287
12. Bituminous coal mining.....	4,300	3,630	4,275	4,756
13. Crude petroleum and natural gas production.....	9,013	9,470	9,635	9,867
14. Nonmetallic mining and quarrying.....	2,869	3,164	3,240	3,283
Contract construction.....	103,359	121,179	125,118	124,779
15. General contractors—building construction.....	24,605	29,143	30,260	30,522
16. General contractors, other than building construction.....	7,950	9,137	9,422	9,265
17. Special trade contractors (subcontractors).....	70,804	82,899	85,436	84,992
Manufacturing.....	160,453	167,224	169,857	170,054
20. Food manufacturing.....	31,051	32,300	32,772	32,599
21. Tobacco manufacturing.....	1,223	1,249	1,255	1,265
22. Textile mill products.....	6,457	6,688	6,779	6,791
23. Apparel and other finished articles made from fabrics.....	19,539	20,547	21,181	20,753
24. Basic lumber industries.....	10,266	11,090	11,519	11,848
25. Finished lumber products.....	9,280	9,787	9,866	9,931
26. Paper and allied products.....	2,502	2,578	2,581	2,588
27. Printing, publishing, and allied industries.....	25,472	26,261	26,485	26,589
28. Chemicals.....	8,375	8,600	8,651	8,712
29. Products of petroleum and coal.....	858	925	951	939
30. Rubber products.....	794	816	838	846
31. Leather and its manufactures.....	3,655	3,768	3,811	3,814
32. Stone, clay, and glass products.....	6,393	6,768	6,849	6,855
33. Iron and steel and their products.....	8,868	9,089	9,187	9,259
35. Nonferrous metals and their products.....	5,510	5,702	5,780	5,832
36. Electrical machinery (including radios and refrigerators).....	2,524	2,630	2,663	2,688
37. Machinery other than electrical.....	7,456	7,549	7,719	7,708
38. Automobiles, bodies, and parts.....	1,133	1,181	1,171	1,177
39. Miscellaneous manufacturing.....	9,094	9,596	9,799	9,860
Transportation.....	40,400	42,859	44,416	44,784
41. Street, suburban, and interurban railways (other than interstate railroads) and city and suburban bus lines.....	880	909	949	944
42. Trucking and/or warehousing for hire.....	29,936	31,883	33,186	33,594
43. Other transportation, except water transportation.....	5,450	5,816	5,960	6,015
44. Water transportation.....	826	899	920	881
45. Services allied to transportation, not elsewhere classified.....	3,278	3,362	3,401	3,350
Public utilities.....	7,849	8,329	8,499	8,529
46. Communications: telephone, telegraph, commercial radio and related services.....	3,864	3,937	3,966	4,009
48. Utilities: light, heat, and power companies, electric and gas.....	2,256	2,358	2,443	2,472
49. Other local utilities and local public services.....	1,729	2,034	2,090	2,048
Wholesale and retail trade.....	532,287	556,844	564,652	568,547
50-2. Wholesale trade and wholesale and retail trade combined.....	135,469	143,850	145,886	147,369
53. Retail general merchandise.....	37,927	39,264	39,750	40,160
54. Retail food.....	136,708	144,521	146,985	146,951
55. Retail automotive.....	35,304	36,973	37,324	37,452
56. Retail apparel.....	46,691	48,719	49,125	49,892
57. Retail trade not elsewhere classified.....	137,188	143,517	145,582	146,723

See footnotes at end of table.



The number of employing organizations reporting in the first quarter was 1,648,000 and in the fourth quarter, 1,800,000. Workers at the end of March numbered 23.7 million, at the end of June 24.6 million, at the end of September 25.4 million, and at the end of December 24.9 million.

An examination of the data on size of employing organizations at the end of September 1939<sup>3</sup> reveals differences in concentration of employers and employees in firms of different size. While 84 percent of the employers were in the group employing less than 10 persons, only 16 percent of the workers and 13 percent of the pay rolls were in the group of that size. In the very large

<sup>3</sup> These comparisons are made only for employing organizations which had 1 or more persons in their employ at the end of September. The 28,665 concerns which reported taxable pay rolls for the quarter but no employees at the end of September are excluded, as are also their pay rolls of \$15.1 million (see table 13).

firms the difference is even more marked. Only 122 employing organizations (less than one-hundredth of 1 percent of the total) reported 10,000 or more employees at the end of September, but these 122 organizations employed nearly 3 million workers (about 12 percent of the total) at the end of September and they paid 15 percent of the taxable wages for the quarter (chart 9).

Of obvious importance in the administration of the old-age and survivors insurance program is the inclusion of a large number of small business concerns whose workers represent a relatively small share of the total. Employers of one or two persons constituted nearly half (48.0 percent) of the reporting employers in the third quarter of 1939, but the workers in their employ at the end of September were only 4.5 percent of the total and the taxable pay rolls of these concerns

**Table 16.—Old-age and survivors insurance: Number of employing organizations,<sup>1</sup> by major industry groups and by quarters, 1939<sup>2</sup>—Continued**

[Corrected to Oct. 1, 1940]

Major industry group <sup>3</sup> and number	January-March	April-June	July-September	October-December
<b>Finance</b> .....	26,745	27,439	27,550	28,046
60. Bank and trust companies.....	9,819	9,823	9,873	9,865
61. Investment banking and security speculation.....	6,268	6,378	6,331	6,376
62. Finance agencies not elsewhere classified.....	10,658	11,238	11,346	11,905
<b>Insurance</b> .....	23,910	25,038	25,456	26,555
63. Insurance carriers.....	5,974	6,486	6,582	7,481
64. Insurance agents and brokers.....	17,936	18,552	18,874	19,074
<b>Real estate</b> .....	96,749	103,000	105,385	107,707
65. Real estate dealers, agents, and brokers.....	81,060	86,876	89,242	91,550
66. Real estate, insurance, loans, law office; any combination.....	14,607	15,072	15,194	15,292
67. Administrative offices and holding companies.....	1,082	1,052	949	865
<b>Service</b> .....	417,494	456,200	470,151	464,357
70. Hotels, furnished rooms, camps, and other lodging places.....	25,905	30,279	32,130	28,671
71. Eating and drinking places.....	112,236	124,882	128,895	127,506
72. Personal service.....	109,091	116,127	118,208	118,928
73. Business service not elsewhere classified.....	29,271	30,693	31,009	31,394
74. Employment agencies and commercial and trade schools.....	2,190	2,252	2,279	2,284
75. Automobile repair services, garages, and filling stations.....	84,437	90,309	92,206	92,100
76. Repair services and miscellaneous hand trades not elsewhere classified.....	14,844	15,868	16,296	16,334
77. Agricultural and horticultural services and related services.....	10,113	11,461	13,823	13,382
78. Amusement and recreation: motion pictures.....	8,382	8,755	8,811	8,813
79. Amusement and recreation and related services not elsewhere classified.....	21,025	25,574	26,494	24,995
<b>Professional services</b> .....	112,843	116,753	117,532	118,501
80. Medical and other health services.....	65,938	68,113	68,838	69,268
81. Law offices and related services.....	38,718	40,000	40,276	40,451
82. Educational institutions and agencies.....	1,940	1,971	1,735	1,070
83. Other professional and social service agencies and institutions.....	6,247	6,669	6,683	6,812
<b>Miscellaneous</b> .....	39,355	42,566	43,173	47,866
85. Private business organizations not elsewhere classified.....	8,065	8,742	9,268	9,661
86. Membership organizations, such as trade associations, trade unions, etc.....	31,064	33,635	33,751	38,086
All other.....	226	189	154	119

<sup>1</sup> An employing organization includes all establishments reported on 1 employer return.

<sup>2</sup> Tabulation from which compiled includes following percentages of estimated number of reports for taxable pay rolls: January-March, 91 percent; April-June, 93 percent; July-September, 92 percent; and October-December, 92 percent.

<sup>3</sup> Multi-industry employing organizations allocated to industry (a) in

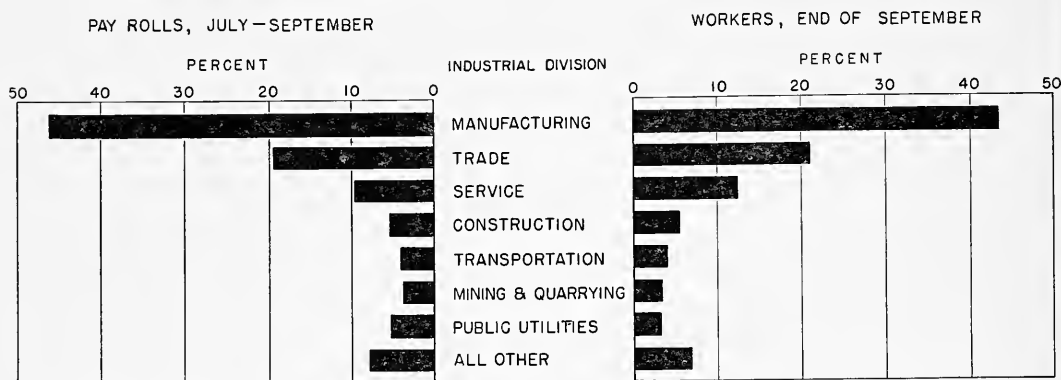
which largest number of employees is engaged and (b) which is carried on in productive or operating units of employing organization.

<sup>4</sup> Excludes employing organizations as follows: January-March, 66,981; April-June, 57,294; July-September, 51,781; and October-December, 68,652. Returns for these employing organizations did not carry industrial and/or geographical codes at time of tabulation.

<sup>5</sup> Relates to workers having taxable occupations in agriculture.



Chart 10.—*Old-age and survivors insurance: Percentage distribution of amount of taxable pay rolls, July–September 1939, and of number of workers at end of September 1939, by industrial divisions*<sup>1</sup>



<sup>1</sup> Data for workers and pay rolls adjusted for secondary industries reported by employer. See tables 14 and 15, pp. 68 and 70.

during the quarter were but 3.3 percent of the total. Some 500,000 employing organizations (about 30 percent) had only one person employed at the end of September; their employees constituted 2.1 percent of the total, and their pay rolls for the quarter were but 1.5 percent of total taxable pay rolls.

### Industrial Classification

Many large employing organizations have units in more than one State and perform operations in more than one industrial classification. In distributing employment and pay rolls by industrial divisions and by States, it is necessary to make an adjustment for these factors. At present multi-establishment or multi-unit employers—i. e., those maintaining establishments in more than one industry or more than one community—submit consolidated returns for all taxable employees without reference to individual shops or plants. From the standpoint of both geographical and industrial distributions these employing organizations present a classification problem which, though mitigated by the fact that there is a separate report for each incorporated entity, is still difficult to solve. Distribution of the employment or pay rolls of multi-unit organizations by establishments or groups of establishments not distinguished by separate incorporation can be made only by a secondary process, on the basis of data from sources other than the employer reports.

For this distribution there is available an incomplete special file of data for some 350,000 establishments of 65,000 multi-unit organizations compiled from employer applications for identification numbers. This file, supplemented by data from other sources, has been used as a provisional basis for distributions by States of multi-unit employment. It carries no wage data, however, and for this reason distributions of multi-unit pay rolls by States can at present be made only within restricted limits and must depend entirely on other sources of information.

The industrial distribution of 1938 and 1939 employer returns is on the basis of a 2-digit classification into 69 major groups.<sup>4</sup> For grouping multi-industry with single-industry employers a subsidiary classification has been made, with items for 68 combinations of industries.

The most practicable method of distributing multi-unit employment and pay rolls by primary industry is to group each of these combinations with the single industry which constitutes the primary business of the employing organization and to present the aggregate figures for the groups. The primary industry is considered the one (a) in which the largest number of employees is engaged and (b) which is carried on in the productive or operating units of the component concerns, as distinguished from the units engaged in processing byproducts, providing raw materials, or in other

<sup>4</sup> The 1937 edition of the Social Security Board Industrial Classification Code was used. (See p. 149.)



activities of a merely accessory or auxiliary character.

An example of a multi-industry combination is provided by a group of steel companies which, in addition to manufacturing steel products, operate in separate establishments, iron mines, bituminous coal mines, coke ovens, warehouses, garages, restaurants or hospitals for their employees, and administrative or sales offices. The primary industry of such companies, on the basis both of volume of employment and nature of products and processes, is the manufacture of iron and steel.

To adjust employment and pay rolls for secondary industries, recourse is taken to the special file of establishments referred to on page 74 and utilized in distributing the data by States. This file provides for each establishment approximate information on the proportionate amount of employment which falls into each industry in which the establishment is engaged. With this as a basis, it is possible to allocate employment and pay rolls to the industry in which the work is performed though that may be a secondary industry for the employing organization.

The completeness of the industrial classification of establishments is limited by the existence of two groups which cannot be distributed: (1) employers who have failed to supply information sufficient to indicate their industrial status, and (2) employers recently subject to the Federal Insurance Contributions Act whose applications for identification numbers were received too late to permit coding by industry for the first quarter for which they reported. This latter group represents a lag in the receipt of information and is therefore one of constantly shifting identity. Such cases of nondistribution of new entrants are as a rule cleared up before the tabulation is made for the next quarter.

The allocation of workers to the industries in which they were working (regardless of the primary industry of the employing organization)

discloses some interesting facts on the extent of industrial integration, which brings into one employing organization the operations of several different industries. In the integration process, mining and quarrying seem to be activities which are frequently grafted on to the operations of another industry. When all workers were allocated to the primary industry of the employer, mining and quarrying had 778,000 workers at the end of September 1939; but when adjustment was made for employment in secondary industries, the total rose to 863,000. Crude petroleum and natural gas showed the greatest increase in this division. Substantial increases were also shown for paper and allied products, which went from 284,000 to 316,000 workers; for chemicals, 421,000 to 457,000; for nonferrous metals and their products, 259,000 to 283,000; and for electrical machinery, 440,000 to 470,000. Among the industries which lose workers through adjustment and therefore tend to be the primary industry in an integrated group are: the manufacture of products of petroleum and coal, which fell from 416,000 workers to 294,000; automobiles, bodies and parts, 498,000 to 436,000; textiles, 1,308,000 to 1,246,000; and iron and steel, 1,292,000 to 1,237,000.

The percentage of workers in the different industrial divisions after adjustment was made for secondary industries is shown in chart 10, page 74. Manufacturing claims the largest portion—nearly 11 million workers, about 44 percent of the total—and is followed by trade, with 5 million workers, and service with 3 million. More than three-fourths of the workers reported at the end of September were in these three industrial divisions. Pay rolls for the quarter were also concentrated in these three divisions, but the differences in wage rates make slight differences between the proportions of pay rolls and the proportions of workers in each division.<sup>5</sup>

<sup>5</sup> It will also be recalled that while pay rolls are for all workers during July-September, the count of workers includes only those employed at the end of September.







• IV •

## **EMPLOYMENT SECURITY**







# Employment and Pay Rolls, 1938

THE COMPREHENSIVE DATA on employment and pay rolls for separate industries reported to the Social Security Board by State agencies are not only essential for the effective administration of the individual State programs but also important for study and interpretation of labor-market trends and other social and economic factors which must be considered in analyses of social insurance and social assistance.

Detailed tables and charts with a brief text introduction have already been issued by the Social Security Board showing employment and pay rolls of covered workers by States and by months for 8 industrial divisions and 70 major industry groups for the calendar year 1938.<sup>1</sup> Because of the significance of the data and the necessarily limited distribution of the processed memorandum, certain summary tables and brief comments on factors to be considered in interpretation of the data have been included in this summary of the 1939 operations of the employment security program.

Somewhat analogous data for 1939 employment and pay rolls are available from employer reports summarized by the Social Security Board for the old-age and survivors insurance program (see pp. 66-75). Any attempt to compare data from these two sources should take into account differences in coverage of the two programs, in reporting procedures, and in classification of firms and of industry groups.

An important difference between employment and pay-roll data collected under the employment security program and the old-age and survivors insurance program lies in the variation in coverage. While the Federal old-age insurance system covers employers of 1 or more, the State unemployment compensation systems vary in their size-of-firm provisions: in 1938, 28 States covered employers of 8 or more; 13 States covered employers of 3, 4, 5, or 7 or more; and only 10 jurisdictions covered employers of 1 or more. For the old-age and survivors insurance program the reports include only wages up to \$3,000 paid to an employee by any one employer; except for New

York, employment security records on which the accompanying tables are based include all wages payable to covered workers in 1938. Under the old-age and survivors insurance program employers are asked to report employees on the last day or last pay roll of the month; under the employment security program they report employees on the last pay roll of the month. A further reason for differences in the data collected under the two programs lies in differences in the classification of employers. Discrepancies arise chiefly in the coding of establishments engaged in activities carried on in more than one State or in more than one industry group.<sup>2</sup>

The types of employment covered by the old-age and survivors insurance program and State unemployment compensation laws are similar in most instances, although not always identical. Some employers operating the year around employ workers in subject employments but are exempt from contributions to the State unemployment compensation program because they do not employ the minimum number specified in the State law. Others are exempt because they do not operate their businesses over a long enough period in the year, even though they employ the minimum number of workers in employments subject to the State law. The former group is illustrated by retail trade and service, such as grocery stores and filling stations, and the latter by highly seasonal business enterprises such as resort hotels and canneries.

## *Limitations of Data Reported*

Employers are required to report to State employment security agencies the number of workers employed during the last pay periods of all types ending within the month.<sup>3</sup> Thus, if an employer has some workers who are paid weekly, others semimonthly, and still others monthly, the figure to be reported as "the number employed during

<sup>2</sup> See pp. 74-75 for a discussion of the method by which data for the old-age and survivors insurance program are adjusted to take account of these factors.

<sup>3</sup> The revised statistical reporting instructions (ES-201), which became effective in January 1940, provide for quarterly data on wages and monthly data on employment based on identical firms reporting for consecutive calendar quarters. These data will supplement the annual report on employment and pay rolls in 1940. Quarterly rather than monthly data have been selected for pay rolls because the varying number of pay periods within a month distorts a monthly series.

<sup>1</sup> Social Security Board, *Employment and Pay Rolls in State Unemployment Compensation Systems, 1938*, Employment Security Memorandum No. 6, April 1940. Pt. I, *Introduction and Charts*, 97 pp.; Pt. II, *Tables*, 156 pp. Processed.



Table 1.—Unemployment compensation: Covered employment<sup>1</sup> in March, June, September, and December, and total and quarterly pay rolls, by States, 1938

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Statutory size-of-firm inclusion <sup>2</sup> (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average <sup>3</sup>	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama	8 or more	247,887	249,810	236,404	256,034	253,221	\$208,784	\$51,185	\$49,623	\$50,897	\$58,076
Alaska	do	10,759	6,219	14,874	14,189	6,275	18,784	2,192	4,848	8,079	3,665
Arizona	3 or more	58,604	56,964	58,983	58,302	63,402	78,141	18,897	19,347	18,660	21,237
Arkansas	1 or more	137,175	132,183	131,812	151,359	137,636	120,800	28,594	28,460	30,662	33,084
California	4 or more	1,271,447	1,247,262	1,261,056	1,307,092	1,267,425	1,997,281	464,936	493,244	506,731	532,377
Colorado	8 or more	136,886	130,259	136,363	143,729	138,788	178,400	41,926	42,450	45,132	48,892
Connecticut	5 or more	413,564	409,510	401,810	422,806	419,367	566,035	133,572	134,216	138,087	160,786
Delaware	1 or more	57,669	55,299	56,782	62,093	57,489	82,420	19,438	19,364	19,983	24,061
District of Columbia	do	128,331	127,919	128,258	150,838	164,580	210,033	50,084	51,146	52,002	56,801
Florida	8 or more	230,581	255,061	205,805	211,000	254,671	223,785	61,266	54,078	49,320	61,121
Georgia	do	330,585	342,083	322,956	339,391	333,453	302,364	71,796	72,464	74,247	83,857
Hawaii	1 or more	79,976	74,589	82,887	92,476	72,707	69,458	16,189	16,740	18,492	18,903
Idaho	do	60,032	52,681	64,201	65,692	61,217	70,835	15,420	17,340	19,172	18,037
Illinois	8 or more	1,603,086	1,613,271	1,563,034	1,629,955	1,607,431	2,411,555	580,528	582,678	588,540	659,799
Indiana	do	530,651	524,170	515,445	550,912	533,958	697,516	162,842	165,020	171,305	186,373
Iowa	do	238,969	236,386	236,386	241,066	241,066	294,774	68,113	71,286	74,185	80,690
Kansas	do	170,680	168,124	172,039	173,153	167,895	211,498	50,990	52,500	53,590	54,418
Kentucky	4 or more	265,986	257,666	254,119	289,081	270,372	295,313	67,994	69,336	77,530	80,453
Louisiana	8-4 or more <sup>4</sup>	245,787	237,064	233,744	248,218	271,016	283,540	65,601	68,963	68,943	80,403
Maine	8 or more	134,364	128,415	132,395	142,628	132,634	143,804	34,065	34,152	37,540	38,047
Maryland	4 or more	344,077	342,228	339,558	354,990	345,492	410,931	96,308	100,595	101,627	112,401
Massachusetts <sup>5</sup>	9 or more	927,841	915,945	913,021	921,070	961,329	1,245,715	290,042	301,384	303,701	350,588
Michigan	do	900,907	818,350	886,060	880,194	1,000,504	1,366,887	322,705	316,207	310,879	417,096
Minnesota <sup>6</sup>	1 or more	397,142	370,183	411,902	420,434	397,151	512,311	115,163	127,880	133,696	135,572
Mississippi	8 or more	108,444	110,734	106,825	114,980	106,415	88,652	21,079	21,493	22,440	24,640
Missouri	do	544,126	542,683	539,966	555,291	552,196	708,723	168,137	173,225	176,176	191,185
Montana	1 or more	72,732	68,583	73,038	76,616	75,055	95,660	23,080	23,768	24,803	26,800
Nebraska	8 or more	116,424	112,184	118,493	121,182	117,023	147,053	34,217	36,046	37,450	39,340
Nevada	1 or more	22,885	20,464	23,985	23,534	22,870	33,568	7,077	8,587	9,039	8,895
New Hampshire	4 or more	99,008	96,063	95,551	106,664	101,132	104,631	24,014	24,870	27,338	28,409
New Jersey	8 or more	843,228	846,380	840,379	856,231	828,856	1,187,894	280,696	289,771	294,984	322,443
New Mexico	4 or more	142,591	42,502	42,227	42,355	41,843	51,591	12,603	12,576	12,798	13,614
New York <sup>7</sup>	do	3,051,981	3,058,013	3,001,566	3,118,677	3,049,459	4,282,809	1,108,152	1,070,031	1,040,101	1,064,525
North Carolina	8 or more	438,604	440,833	432,182	459,679	432,422	571,348	84,927	87,349	93,635	104,687
North Dakota	do	31,787	28,296	32,786	35,551	31,728	138,893	8,483	9,348	10,542	10,498
Ohio <sup>8</sup>	3 or more	1,314,765	1,271,682	1,309,634	1,352,966	1,327,295	1,854,718	439,420	450,787	455,991	508,520
Oklahoma	8 or more	189,920	191,280	186,481	193,078	188,479	250,612	61,411	62,081	61,963	65,157
Oregon	4 or more	142,000	131,458	141,533	155,250	136,690	216,815	47,865	52,040	57,285	57,054
Pennsylvania	1 or more	2,251,776	2,268,887	2,195,556	2,286,746	2,257,916	2,791,261	669,688	673,525	692,811	755,237
Rhode Island	4 or more	175,978	166,586	166,425	184,303	191,997	208,978	48,139	48,500	51,233	61,156
South Carolina	8 or more	192,258	194,959	184,892	198,956	189,473	153,976	36,707	36,274	38,592	42,403
South Dakota	do	35,092	31,931	36,468	37,345	35,530	41,740	9,200	10,212	10,795	11,473
Tennessee	do	298,804	300,181	287,578	310,162	305,979	306,862	74,058	72,863	75,966	83,975
Texas	do	672,704	688,308	648,057	662,431	695,741	837,508	203,211	206,536	209,605	218,156
Utah	4 or more	75,381	70,007	74,507	79,253	79,120	96,486	22,549	23,037	24,140	26,760
Vermont	8 or more	46,544	43,475	47,493	48,671	48,237	53,204	12,047	12,902	13,694	14,561
Virginia	do	316,033	305,223	305,223	330,600	314,406	347,623	83,164	83,012	87,198	94,299
Washington	do	262,619	254,683	264,642	285,702	260,579	354,619	82,166	88,915	94,417	99,131
West Virginia	do	278,597	287,459	265,181	281,336	277,569	340,924	82,597	78,796	85,447	94,084
Wisconsin	7 or more	430,210	426,114	437,682	434,819	415,987	607,054	143,701	147,569	152,338	163,214
Wyoming	1 or more	39,587	35,944	40,579	44,482	38,518	51,814	11,454	12,270	14,024	14,066

<sup>1</sup> Figures represent total number of covered workers on each of the following types of pay rolls: last weekly pay roll, last semimonthly pay roll, monthly pay roll, and last of any other type of pay roll used by reporting units. In interpreting data, size-of-firm coverage in the respective State laws should be considered.

<sup>2</sup> "Size of firm" represents number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to State unemployment compensation law.

<sup>3</sup> Based on data for 12 months unless otherwise indicated.

<sup>4</sup> Effective Oct. 1, 1938, size-of-firm inclusion changed from employers of 8 or more workers within 20 weeks of the current or preceding calendar year to 4 or more in 20 weeks or 12 or more in 10 weeks in 1938 or any subsequent year.

<sup>5</sup> Monthly employment data not reported; figures represent average monthly employment during quarter.

<sup>6</sup> Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

<sup>7</sup> Based on data for 8 months (March and June-December).

<sup>8</sup> Employment figures include sum of all employees on monthly pay rolls

plus highest number on semimonthly, weekly, and any other pay rolls; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

<sup>9</sup> Excludes approximately 10,550 workers reported under temporary numbers each month and approximately 12,000,000 in wages reported for such employees; includes 15,000-24,000 domestic-service workers and \$30,139,000 in wages reported for domestic service covered by State law.

<sup>10</sup> Adjusted for 8,204 workers and \$750,000 undistributed by months or quarters.

<sup>11</sup> Includes \$22,000 undistributed by quarters.

<sup>12</sup> Data for first quarter not strictly comparable to those for subsequent quarters.

<sup>13</sup> Adjusted for 12,649 workers and \$2,571,000 undistributed by months or quarters.

<sup>14</sup> Based on data for the 4 months shown.

<sup>15</sup> Based on data for 9 months (April-December).

<sup>16</sup> Not reported.

<sup>17</sup> Pay-roll figures include \$12,930,000 paid to government employees (other than Federal) covered by State law; total includes \$232,000 undistributed by quarters.

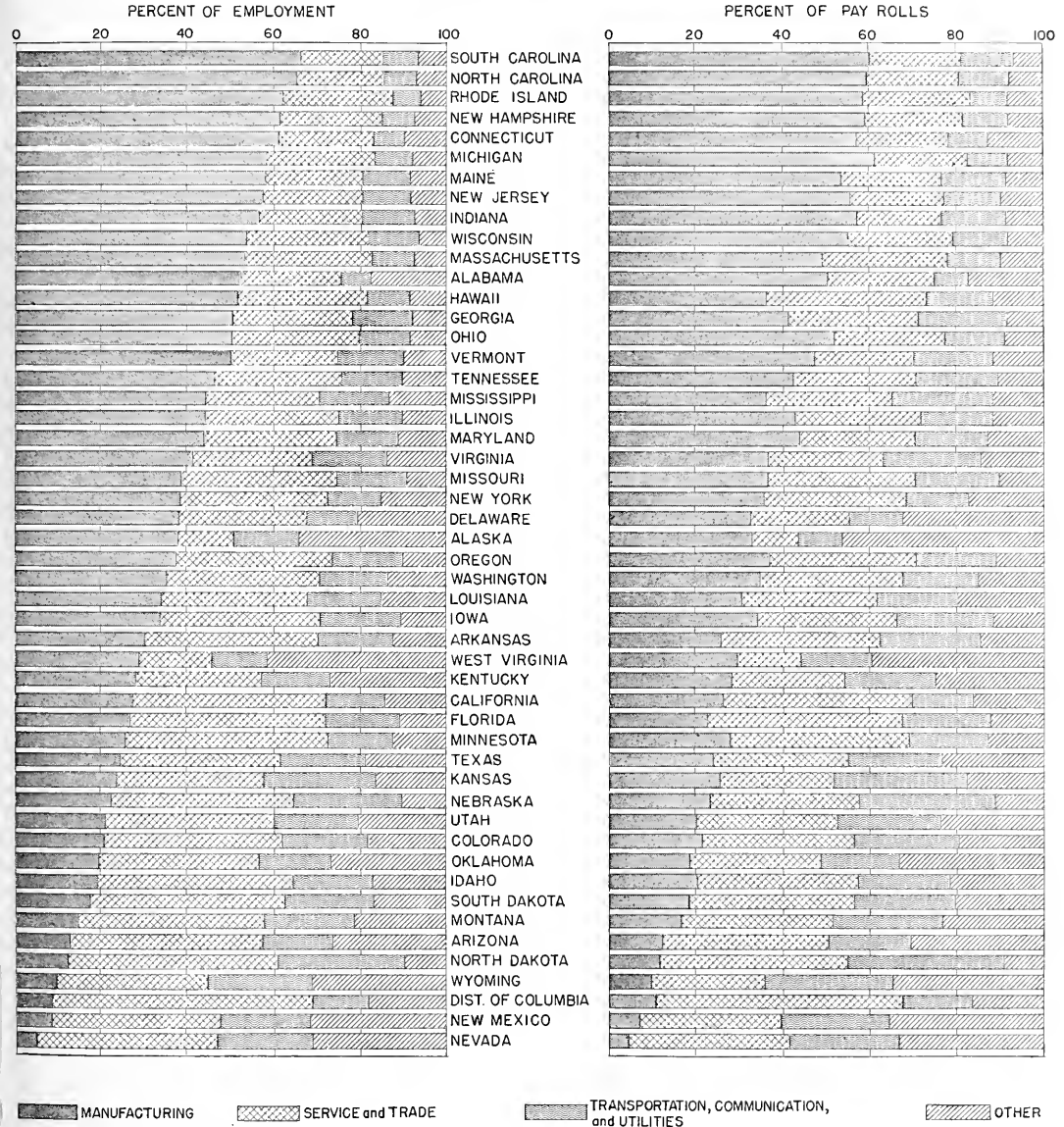


the last pay periods ending within the month" represents the sum of the workers on the last weekly pay roll, those on the last semimonthly pay roll, and those on the monthly pay roll. Should the employer have other types of pay periods, such

as 10-day or daily, the number on the last of each type ending within the month is included.

This method of counting employed workers is similar to the one used by the United States Bureau of Labor Statistics which requests the

**Chart 1.—Unemployment compensation: Percentage distribution of average monthly covered employment and taxable pay rolls by industrial divisions, 50 States, 1938<sup>1</sup>**



<sup>1</sup> See tables 2 and 4, pp. 82 and 87.



Table 2.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938

State and minimum size-of-firm inclusion	Employment <sup>1</sup>				Pay rolls (in thousands)				Employment <sup>1</sup>				Pay rolls (in thousands)							
	Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter	Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Mining (major industry groups 10-14; see p. 149)																				
Alabama (8).....	27,249	27,870	24,615	26,356	28,679	\$23,744	\$6,237	\$5,210	\$5,232	\$6,945	12,139	10,954	12,597	13,718	12,796	\$7,317	\$1,579	\$1,701	\$1,935	\$2,042
Alaska (8).....	3,263	2,443	4,117	4,190	7,929	1,122	2,190	2,823	1,794	1,794	332	112	12,576	13,718	12,796	7,317	1,579	1,701	1,935	\$2,042
Arizona (8).....	9,871	9,802	9,739	9,839	10,674	15,327	7,929	3,815	2,580	4,337	4,224	3,791	4,337	3,660	4,226	5,838	1,501	1,556	1,281	1,500
Arkansas (4).....	3,271	3,617	3,617	3,617	3,617	10,777	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617	3,617
California (8).....	36,421	36,614	37,242	36,373	33,552	68,923	17,007	17,521	17,504	16,891	69,087	57,908	60,380	63,481	61,523	87,994	18,170	22,597	23,213	24,014
Colorado (8).....	14,156	14,981	12,504	14,333	14,909	18,371	4,974	3,987	4,137	3,229	12,596	10,826	13,007	14,343	11,659	18,483	3,340	4,742	4,793	5,609
Connecticut (5).....	171	129	115	234	194	987	161	242	255	329	12,596	10,826	13,007	14,343	11,659	18,483	3,340	4,742	4,793	5,609
Delaware (1).....	0	0	0	0	0	0	0	0	0	0	13,007	11,926	14,143	15,388	12,017	14,789	3,191	3,474	4,061	4,073
District of Columbia (1).....	2,882	2,884	2,728	2,884	3,088	2,763	697	693	693	710	13,887	12,053	13,012	15,031	14,422	13,810	2,929	2,834	3,248	4,155
Florida (8).....	1,597	1,611	1,619	1,548	1,597	1,084	250	261	260	313	15,172	16,817	17,311	15,710	11,966	8,910	2,004	2,401	2,290	2,296
Georgia (8).....	64	68	65	65	59	52	14	16	16	11	5,122	4,586	5,190	5,559	5,432	4,578	1,027	1,223	1,198	1,325
Hawaii (1).....	5,489	5,227	5,744	5,432	5,511	9,219	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407	2,407
Idaho (1).....	41,046	44,159	33,982	43,096	46,341	48,095	12,786	8,612	11,071	15,626	36,003	32,633	38,380	43,856	20,138	34,595	12,413	15,900	17,550	18,726
Illinois (8).....	11,906	12,410	10,859	12,418	11,794	14,256	3,877	2,988	3,393	4,048	13,194	11,790	15,041	15,042	10,188	18,804	4,102	4,568	5,180	4,964
Indiana (8).....	18,105	17,149	14,805	16,105	15,215	22,665	6,174	5,405	5,530	5,496	11,005	7,409	13,123	14,310	8,805	12,256	1,775	2,991	3,794	3,696
Iowa (8).....	53,015	51,301	48,976	60,905	53,658	51,301	11,278	10,144	15,134	14,515	11,758	9,420	13,420	14,259	9,004	10,795	1,824	2,915	3,259	2,797
Kentucky (4).....	12,642	12,292	13,050	12,452	13,187	23,709	5,440	6,515	5,934	5,120	12,674	10,827	12,808	15,512	14,858	14,763	3,077	3,555	3,817	4,374
Louisiana (8).....	278	272	331	298	224	388	65	101	120	102	4,325	2,076	5,510	4,325	3,756	4,376	1,099	1,928	1,928	1,928
Maine (8).....	2,487	2,541	2,703	2,618	2,698	2,335	586	517	567	635	18,384	16,304	21,696	18,773	15,854	19,964	4,093	5,337	5,453	5,081
Maryland (4).....	899	2,719	1,484	446	398	446	398	446	398	446	22,150	21,670	22,224	23,774	21,670	22,224	3,432	5,770	5,770	5,770
Massachusetts (8) <sup>1</sup> .....	16,234	10,910	10,031	15,523	15,613	20,556	5,629	5,021	4,663	5,279	22,150	21,670	22,224	23,774	21,670	22,224	3,432	5,770	5,770	5,770
Michigan (8) <sup>1</sup> .....	8,386	7,551	9,027	9,107	7,519	11,721	2,854	2,973	2,854	2,859	19,265	12,977	23,078	24,084	16,755	20,580	3,175	5,320	6,015	5,440
Minnesota (8).....	638	709	763	600	649	542	121	123	124	174	10,631	9,642	13,047	11,863	7,404	6,558	1,296	1,704	1,905	1,683
Mississippi (8).....	8,832	9,415	7,125	9,338	8,726	8,615	2,232	1,768	2,021	2,594	14,522	14,445	16,156	15,372	12,905	18,418	3,654	4,582	5,085	5,086
Missouri (8).....	8,784	9,205	7,231	8,492	10,369	13,976	3,879	3,213	2,861	4,023	3,786	2,983	4,599	4,384	3,244	4,240	1,828	1,779	1,810	1,019
Montana (1).....	5,352	5,177	5,113	5,380	5,678	8,768	2,068	2,144	2,267	2,141	1,311	1,092	7,984	1,867	1,415	6,087	1,551	2,451	1,723	1,723
Nebraska (8).....	3,364	3,279	3,356	4,415	3,78	4,401	78	99	143	143	3,680	2,137	4,465	4,839	3,497	3,709	491	985	1,141	1,092
New Hampshire (4).....	3,122	3,210	3,088	2,959	3,216	4,715	1,099	1,156	1,117	1,313	21,465	19,701	22,601	22,223	18,182	32,561	7,137	8,037	8,556	8,834
New Jersey (8).....	9,441	10,196	9,108	9,016	9,627	13,400	3,448	3,200	3,121	3,591	3,415	3,287	3,415	3,395	3,118	3,984	1,327	1,040	1,046	986
New Mexico (4).....	3,577	3,577	3,577	3,577	3,577	1,575	1,575	1,575	1,575	1,575	100,925	95,953	117,305	122,029	100,581	101,301	33,117	41,189	44,147	42,920
New York (4).....	1,783	2,091	2,091	2,091	2,091	1,783	2,091	2,091	2,091	2,091	1,783	2,091	2,091	2,091	2,091	2,091	1,783	2,091	2,091	2,091
North Carolina (8).....	1,583	1,500	406	1,558	810	733	203	134	133	258	1,485	1,654	3,014	3,015	1,328	1,812	3,405	3,424	3,424	3,424
North Dakota (8).....	27,134	27,534	25,774	28,844	29,965	6,572	6,172	6,790	7,558	9,146	37,039	36,176	37,244	39,576	32,371	50,651	11,962	12,448	12,878	13,363
Ohio (8).....	34,376	34,230	33,141	33,435	32,146	57,065	14,301	13,801	13,801	14,166	7,716	7,412	7,716	8,549	6,555	6,801	6,801	6,801	6,801	6,801
Oklahoma (8).....	1,011	1,011	822	704	904	1,352	297	327	374	330	10,529	4,249	5,598	6,415	4,531	8,426	1,353	2,007	2,610	2,251
Oregon (4).....	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	5,292	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>
Pennsylvania (1).....	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	(1) <sup>1</sup> 205	5,292	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>	(1) <sup>1</sup>
Rhode Island (4).....	1,255	1,195	1,259	1,259	1,259	908	200	224	237	247	3,793	7,868	10,776	9,922	7,408	6,658	1,910	1,783	1,681	1,894
South Carolina (8).....	2,829	2,682	2,846	2,926	2,790	5,247	1,196	1,302	1,218	1,501	2,401	4,032	3,215	3,373	3,643	1,999	2,011	496	725	577
South Dakota (8).....	11,994	12,902	10,735	11,803	10,705	12,596	2,758	2,758	2,885	2,885	12,069	10,680	12,599	13,302	12,579	10,131	2,114	2,357	2,658	2,975
Tennessee (8).....	64,363	68,610	63,391	61,218	60,857	115,111	29,091	29,793	29,102	27,870	40,267	43,299	39,915	42,149	39,546	37,925	8,296	9,663	9,773	9,963
Texas (8).....	9,379	9,379	9,379	9,379	9,379	9,379	9,379	9,379	9,379	9,379	3,365	2,082	3,486	4,400	3,664	3,821	5,411	841	1,229	1,210
Utah (8).....	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745
Vermont (8).....	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462	4,462	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745	12,745
Washington (8).....	106,629	113,571	100,870	104,537	105,299	121,947	30,355	25,892	31,361	34,354	5,638	8,668	11,507	14,306	13,338	5,605	6,005	6,150	6,150	6,150
West Virginia (8).....	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	10,944	8,268	11,507	14,306	13,338	5,605	6,005	6,150	6,150	6,150
Wisconsin (7).....	8,318	8,318	8,318	8,318	8,318	8,318	8,318	8,318	8,318	8,318	3,069	2,311	4,815	5,563	2,442	4,413	755	1,109	1,594	1,444
Wyoming (1).....	8,269	8,269	8,269	8,269	8,269	8,269	8,269	8,269	8,269	8,269	3,069	2,311	4,815	5,563	2,442	4,413	755	1,109	1,594	1,444







Table 2.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls, by principal industrial divisions and by States, 1938—Continued

State and minimum size-of-firm inclusion	Employment <sup>1</sup>				Pay rolls (in thousands)			
	Month-ly aver- age	March	June	Decem- ber	Total	First quarter	Second quarter	Fourth quarter
Wholesale and retail trade (major industry groups 50-57, 71, 75; see p. 140)								
Georgia (3)	70,742	73,400	69,193	71,679	\$73,956	\$17,343	\$17,833	\$21,500
Hawaii (1)	17,641	17,601	17,580	17,730	18,335	4,354	4,735	4,822
Idaho (1)	20,913	19,194	20,888	22,631	22,737	4,099	5,137	5,484
Illinois (8)	365,648	372,825	365,033	374,153	390,759	122,697	127,697	135,365
Indiana (8)	99,739	98,611	99,463	101,253	100,767	21,673	22,078	23,015
Iowa (6)	47,573	47,239	48,565	47,248	48,365	11,053	11,625	12,156
Kansas (6)	61,807	61,722	62,768	64,481	64,336	13,110	13,166	13,475
Kentucky (4)	62,034	59,756	58,429	62,378	68,999	10,047	16,163	20,739
Louisiana (8)	24,201	24,757	24,502	24,795	24,649	6,492	6,929	7,093
Maine (8)	79,379	81,349	75,686	83,119	84,661	20,303	20,641	23,545
Maryland (4)	217,067	216,617	219,721	223,420	225,539	68,574	73,116	83,249
Massachusetts (8)	174,046	176,904	169,771	171,021	185,956	55,169	53,137	64,341
Michigan (8)	145,871	136,934	150,726	150,818	153,600	41,940	42,075	45,024
Minnesota (1)	21,829	21,804	21,692	21,781	21,815	5,208	5,240	6,257
Mississippi (8)	154,876	154,905	156,892	158,008	159,336	46,904	48,040	47,627
Missouri (8)	234,677	224,487	232,870	234,233	247,690	60,165	60,485	61,415
Montana (1)	38,830	38,830	37,405	37,269	38,682	8,871	9,039	11,725
Nebraska (8)	17,071	16,118	17,476	17,565	17,869	4,291	4,434	5,038
New Hampshire (4)	138,700	140,133	140,028	140,021	142,000	45,795	47,178	47,058
New Jersey (8)	12,824	12,680	12,822	12,822	13,062	3,528	3,528	3,528
New Mexico (4)	74,400	72,834	72,834	72,834	72,834	14,874	15,200	16,114
New York (4)	1,148,848	1,148,848	1,148,848	1,148,848	1,148,848	237,731	248,691	248,691
North Carolina (8)	13,340	12,808	13,045	13,840	13,840	3,598	3,598	3,598
North Dakota (8)	305,787	302,303	312,377	317,890	306,471	94,565	95,612	100,850
Ohio (3)	54,596	53,897	53,624	54,872	54,872	14,968	14,968	16,837
Oklahoma (8)	38,035	36,797	37,270	38,193	38,193	13,053	13,053	13,053
Oregon (4)	33,363	33,634	34,004	34,956	35,146	9,832	10,235	11,909
Pennsylvania (1)	29,270	28,446	27,312	31,622	29,660	6,449	6,600	6,784
Rhode Island (4)	13,451	12,810	13,597	13,830	13,897	3,107	3,400	3,743
South Carolina (8)	68,525	72,104	65,477	67,748	71,546	17,836	17,836	19,852
South Dakota (8)	192,580	183,839	183,794	185,518	192,580	50,529	50,529	50,529
Texas (8)	23,039	22,077	22,496	23,496	23,496	5,883	5,883	5,883
Utah (4)	67,738	67,738	67,738	67,738	67,738	15,165	15,165	15,165
Vermont (8)	1,673	1,673	1,673	1,673	1,673	409	409	409
Virginia (8)	31,718	31,718	31,718	31,718	31,718	8,098	8,098	8,098
Washington (8)	35,868	35,868	35,868	35,868	35,868	9,517	9,517	9,517
West Virginia (8)	86,500	85,952	86,137	87,553	86,684	21,111	21,111	21,111
Wisconsin (7)	10,101	10,101	10,101	10,101	10,101	2,437	2,437	2,437
Wyoming (1)	27,075	27,075	27,075	27,075	27,075	5,297	5,297	5,297
Service (major industry groups 70, 72-74, 76-83, 86, 88; see p. 140)								
Alabama (8)	13,285	13,694	14,407	12,733	12,314	\$2,383	\$2,324	\$2,417
Alaska (1)	13,285	13,285	13,285	13,285	13,285	496	496	496
Arizona (8)	6,436	7,134	6,398	6,877	7,486	1,717	1,628	1,918
Arkansas (1)	14,628	14,628	14,628	14,628	14,628	3,003	2,507	2,609
California (4)	173,783	169,545	175,980	173,752	176,195	311,207	77,475	83,421
Colorado (8)	13,261	12,698	14,285	13,759	12,223	2,965	2,965	2,965
Connecticut (5)	20,700	19,300	21,027	21,057	20,874	5,963	6,054	6,113
Delaware (1)	30,011	31,087	31,073	29,922	30,210	6,617	9,759	10,533
Dist. of Columbia (1)	27,075	27,075	27,075	27,075	27,075	5,297	5,297	5,297
Florida (8)	27,075	27,075	27,075	27,075	27,075	5,297	5,297	5,297
Finance, insurance, and real estate (major industry groups 60-66; see p. 140)								
Georgia (3)	8,761	8,914	8,759	8,661	8,458	\$13,137	\$3,155	\$3,268
Hawaii (1)	1,647	1,666	1,595	1,560	1,797	3,075	710	724
Idaho (1)	1,107	1,055	1,129	1,068	1,088	972	323	327
Illinois (8)	15,270	15,184	15,288	14,966	15,270	30,360	31,155	31,355
Indiana (8)	8,936	8,848	9,050	8,907	8,907	14,680	3,566	3,566
Iowa (6)	4,514	4,514	4,514	4,514	4,514	7,013	1,709	1,734
Kansas (6)	6,257	6,257	6,257	6,257	6,257	9,691	1,890	2,258
Kentucky (4)	8,010	7,942	8,557	7,459	8,008	11,922	2,872	3,243
Louisiana (8)	2,479	2,436	2,532	2,365	2,479	4,370	1,053	1,066
Maine (8)	17,341	18,269	17,500	17,107	17,107	27,125	6,532	6,640
Maryland (4)	28,478	29,373	28,948	28,628	28,628	40,950	76,790	18,774
Massachusetts (8)	28,478	29,373	28,948	28,628	28,628	40,950	76,790	18,774
Michigan (8)	19,942	18,943	20,067	20,337	20,337	20,145	28,825	6,634
Minnesota (1)	2,086	2,340	2,230	2,494	2,230	46,598	9,903	10,108
Mississippi (8)	20,733	20,733	20,733	20,733	20,733	27,522	5,574	5,574
Missouri (8)	5,769	5,775	5,851	5,755	5,689	9,277	2,333	2,375
Montana (1)	2,983	2,983	2,983	2,983	2,983	3,024	385	385
Nebraska (8)	1,875	1,850	1,895	1,901	1,957	3,319	775	889
New Hampshire (4)	40,816	43,927	43,530	37,889	37,889	69,731	18,086	18,125
New Jersey (8)	273,653	278,433	275,091	269,834	269,834	416,319	115,954	106,883
New Mexico (4)	8,762	8,810	9,181	8,528	8,388	13,319	3,191	3,232
New York (4)	6,581	6,581	6,581	6,581	6,581	6,581	6,581	6,581
North Carolina (8)	44,198	48,025	46,245	46,245	46,245	70,335	18,229	19,124
North Dakota (8)	5,233	5,233	5,233	5,233	5,233	7,387	1,543	1,543
Ohio (3)	4,403	4,403	4,403	4,403	4,403	6,367	1,645	1,687
Oklahoma (8)	5,069	5,069	5,069	5,069	5,069	9,342	2,262	2,262
Oregon (4)	1,351	1,351	1,351	1,351	1,351	2,164	516	521
Pennsylvania (1)	851	851	851	851	851	1,322	328	328
Rhode Island (4)	3,917	3,917	3,917	3,917	3,917	1,265	2,162	2,351
South Carolina (8)	1,852	1,852	1,852	1,852	1,852	2,853	6,547	7,186
South Dakota (8)	18,446	18,446	18,446	18,446	18,446	3,900	8,838	8,847
Texas (8)	3,264	3,264	3,264	3,264	3,264	5,485	548	578
Utah (4)	1,126	1,126	1,126	1,126	1,126	1,777	2,279	2,279
Vermont (8)	8,435	8,435	8,435	8,435	8,435	12,948	3,222	3,422
Virginia (8)	8,828	8,828	8,828	8,828	8,828	13,971	3,336	3,336
Washington (8)	3,199	3,199	3,199	3,199	3,199	4,590	1,280	1,382
West Virginia (8)	14,426	14,426	14,426	14,426	14,426	20,590	6,517	6,995
Wisconsin (7)	14,470	14,470	14,470	14,470	14,470	122	130	132
Wyoming (1)	1,266	1,266	1,266	1,266	1,266	253	253	253
Miscellaneous (major industry groups 67, 68, 85, and others not elsewhere classified; see p. 140)								
Alabama (8)	910	846	937	964	912	\$576	\$150	\$128
Alaska (1)	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )
Arizona (8)	407	459	387	420	365	656	166	163
Arkansas (1)	1,149	1,149	1,149	1,149	1,149	1,149	1,149	1,149
California (4)	25,290	25,187	28,293	28,293	28,293	13,518	15,517	14,314
Colorado (8)	3,463	3,463	3,463	3,463	3,463	5,455	1,401	1,498
Connecticut (5)	5,540	5,936	5,920	5,761	5,823	4,084	4,143	3,995
Delaware (1)	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )	( <sup>a</sup> )
Dist. of Columbia (1)	1,266	1,266	1,266	1,266	1,266	253	253	253
Florida (8)	27,075	27,075	27,075	27,075	27,075	5,297	5,297	5,297



Georgia (1) a	20,345	21,167	20,569	19,149	16,183	3,883	4,047	4,029	4,224	(2)	781	847	576	731	1,056	108	130	285	332	(3)	263
Idaho (1)	6,045	5,724	6,364	6,216	4,629	1,732	1,152	1,192	1,150	(2)	281	262	216	216	216	(3)	216	216	216	(3)	216
Illinois (1)	120,000	127,992	133,697	178,001	42,561	41,224	41,033	47,885	13,722	13,905	15,243	16,556	13,722	13,905	15,243	16,556	13,722	13,905	15,243	(3)	15,243
Indiana (8)	25,800	26,432	25,869	25,276	24,892	5,931	6,220	6,049	6,692	158	143	153	153	153	153	153	153	153	153	(3)	153
Iowa (8)	18,179	18,889	17,887	19,843	17,366	3,546	3,871	3,786	4,149	143	134	134	134	134	134	134	134	134	134	(3)	134
Kansas (1)	18,303	10,416	10,931	10,446	10,361	1,172	1,998	2,077	2,012	2,085	231	312	197	219	203	334	146	122	127	(3)	127
Kentucky (1)	18,303	10,416	10,931	10,446	10,361	1,172	1,998	2,077	2,012	2,085	231	312	197	219	203	334	146	122	127	(3)	127
Louisiana (1)	20,612	20,429	15,280	20,835	19,413	3,402	3,659	3,469	4,149	143	134	134	134	134	134	134	134	134	134	(3)	134
Maine (1)	5,905	5,408	6,700	6,512	5,078	1,055	1,276	1,152	1,307	4,294	3,852	4,492	3,852	4,492	3,852	4,492	3,852	4,492	3,852	(3)	4,492
Maryland (4)	26,200	25,343	26,000	27,292	26,406	24,758	5,011	6,148	6,200	6,790	6,921	7,541	6,921	7,541	6,921	7,541	6,921	7,541	6,921	(3)	7,541
Massachusetts (1)	57,048	57,423	60,793	55,192	56,222	65,374	15,024	16,911	15,710	17,729	24,253	3,658	3,773	4,184	5,308	3,379	2,389	3,172	3,172	(3)	3,172
Michigan (1)	40,983	32,000	41,375	38,132	41,924	15,024	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	15,710	(3)	15,710
Minnesota (1)	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	32,000	(3)	32,000
Mississippi (8)	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	6,585	(3)	6,585
Missouri (1)	43,296	43,522	43,887	44,858	42,374	10,431	11,001	10,877	11,811	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	(3)	1,486
Montana (1)	7,640	7,521	8,208	7,836	7,418	6,395	6,161	6,161	6,087	1,622	1,167	1,259	1,167	1,259	1,167	1,259	1,167	1,259	1,167	(3)	1,259
Nebraska (1)	9,851	9,900	10,142	10,003	9,691	8,385	8,033	8,241	2,090	2,131	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Nevada (1) a	2,847	2,722	2,888	2,900	2,760	3,741	815	921	921	1,007	1,007	1,007	1,007	1,007	1,007	1,007	1,007	1,007	1,007	(3)	1,007
New Hampshire (4)	5,996	4,727	7,163	9,440	4,742	5,208	829	1,122	2,066	1,191	1,204	688	1,989	716	258	258	106	132	220	(3)	220
New Jersey (8)	55,927	55,274	60,683	58,673	63,032	14,580	15,987	16,586	15,870	5,829	7,748	5,469	4,474	6,592	4,474	6,592	4,474	6,592	4,474	(3)	6,592
New Mexico (4)	3,096	3,491	3,747	3,704	3,586	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	2,924	(3)	2,924
New York (1) a	305,338	318,934	322,321	285,809	336,768	102,971	100,316	94,497	88,984	34,790	79,506	79,506	73,146	76,355	140,957	44,036	37,306	29,466	40,000	(3)	40,000
North Carolina (8)	2,123	2,123	2,204	2,204	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	2,057	(3)	2,057
North Dakota (1) a	15,535	15,477	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	(3)	15,535
Oklahoma (1)	15,535	15,477	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	15,535	(3)	15,535
Oregon (4)	12,750	12,052	12,517	13,146	12,501	14,498	3,277	3,580	3,703	2,702	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(3)	(1)
Pennsylvania (1)	9,190	8,626	9,132	10,150	8,719	9,747	2,098	2,330	2,590	2,729	104	106	96	107	394	98	98	98	98	(3)	98
Rhode Island (4)	7,253	7,374	7,183	7,435	4,885	1,138	1,200	1,192	1,192	1,355	470	477	354	493	452	165	41	35	42	(3)	42
South Carolina (8)	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	19,115	19,256	(3)	19,256
Tennessee (8)	55,362	56,665	53,883	55,737	54,464	49,233	1,780	12,179	12,303	12,493	5,194	5,194	5,194	5,194	5,194	5,194	5,194	5,194	5,194	(3)	5,194
Texas (1)	6,300	5,909	6,689	6,327	6,298	5,889	1,362	1,490	1,544	1,493	1,102	1,102	1,102	1,102	1,102	1,102	1,102	1,102	1,102	(3)	1,102
Utah (4)	2,307	1,908	2,692	2,758	1,989	1,764	3,527	4,37	519	421	55	158	133	133	133	133	133	133	133	(3)	133
Virginia (1)	19,649	19,440	17,847	16,470	3,827	4,127	4,243	4,273	4,273	4,273	4,273	4,273	4,273	4,273	4,273	4,273	4,273	4,273	4,273	(3)	4,273
Washington (8)	21,041	21,296	21,398	22,649	20,336	22,549	5,301	5,624	5,762	5,802	10,404	10,858	10,287	12,473	10,733	14,714	2,712	4,000	3,512	(3)	4,000
West Virginia (1)	35,740	34,149	37,529	38,248	32,624	37,287	2,315	2,467	2,347	2,467	708	708	708	708	708	708	708	708	708	(3)	708
Wisconsin (1)	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	(3)	3,829
Wyoming (1) a	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	3,829	(3)	3,829

1 See table 1, p. 80, for totals for all industries, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnote 2).  
2 Coverage of employers of 8 or more to 4 or more, effective Oct. 1, 1938 (see footnote 4, table 1, p. 80).  
3 Monthly employment data not reported; figures represent average monthly employment during quarter.  
4 Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.  
5 Based on data for 8 months (March and June-December).  
6 Excludes \$1,000 in wages involved in refunded contributions but undistributed by quarters.  
7 Data for 846 workers and \$107,000 undistributed by months or quarters.  
8 Data for first quarter not strictly comparable to those for subsequent quarters.  
9 Adjusted for 218 workers and \$54,000 undistributed by months or quarters.  
10 Adjusted for 913 workers and \$26,000 undistributed by months or quarters.  
11 Based on data for 9 months (April-December).  
12 Excludes \$1,000 in wages involved in refunded contributions but undistributed by quarters.  
13 Excludes \$9,000 in wages involved in refunded contributions but undistributed by quarters.  
14 See table 3, p. 86, for major industry group 40, Interstate railroads.

15 Adjusted for 2,763 workers and \$171,000 undistributed by months or quarters.  
16 Adjusted for 435 workers and \$30,000 undistributed by months or quarters.  
17 Adjusted for 6,057 workers and \$1,067,000 undistributed by months or quarters.  
18 Excludes \$1,000 in wages involved in refunded contributions but undistributed by quarters.  
19 Includes \$90,000 undistributed by quarters.  
20 Includes \$20,000 undistributed by quarters.  
21 Adjusted for 58 workers and \$371,000 undistributed by months or quarters.  
22 Adjusted for 2,770 workers and \$25,400 undistributed by months or quarters.  
23 Includes \$30,000 undistributed by quarters.  
24 Industry division "miscellaneous," for which average monthly employment was reported as less than 100 workers, is included in "service."  
25 Adjusted for 580 workers and \$37,000 undistributed by months or quarters.  
26 Adjusted for 370 workers and \$27,000 undistributed by months or quarters.  
27 Adjusted for 414 workers and \$354,000 undistributed by months or quarters.  
28 Excludes \$1,000 in wages involved in refunded contributions but undistributed by quarters.  
29 Excludes \$1,000 in wages involved in refunded contributions but undistributed by quarters.



employment count for pay periods ending nearest the 15th of each month. Unemployment compensation reports, however, include all persons whose wages are subject to contributions, whereas, except for some industries, the Bureau of Labor Statistics reports include wage earners and exclude corporation officers, executives, and other employees whose duties are mainly supervisory. Pay-roll data collected by State employment

security agencies differ from those collected by the Bureau of Labor Statistics because they usually include as "wages" the cash value of such items as tips, bonuses, and meals, in addition to cash remuneration for employment; these perquisites are regarded as taxable wages under most State laws.

Employment data reported to the State agencies are necessarily based on the place of employ-

**Table 3.—Unemployment compensation: Covered employment in March, June, September, and December, and total and quarterly pay rolls in interstate railroads, by States, 1938<sup>1</sup>**

State	Statutory size-of-firm inclusion (number of workers)	Employment					Pay rolls (in thousands)				
		Monthly average	March	June	September	December	Total	First quarter	Second quarter	Third quarter	Fourth quarter
Alabama.....	8 or more.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Alaska.....	do.....	402	335	348	547	250	\$718	\$120	\$161	\$241	\$196
Arizona.....	3 or more.....	5,190	5,059	4,961	5,358	5,447	9,261	2,320	2,252	2,304	2,385
Arkansas.....	1 or more.....	13,632	13,795	12,678	14,418	13,026	15,327	4,963	4,404	4,699	4,941
California.....	4 or more.....	54,674	59,699	56,162	53,160	55,085	95,083	23,562	23,700	23,368	24,363
Colorado.....	8 or more.....	14,645	13,044	14,474	16,213	15,172	25,014	5,878	5,806	6,683	6,647
Connecticut.....	5 or more.....	9,241	8,749	9,140	10,512	9,208	17,266	4,135	4,145	4,316	4,670
Delaware.....	1 or more.....	3,829	3,770	3,695	3,677	4,306	6,508	1,646	1,559	1,560	1,743
District of Columbia.....	do.....	4,597	4,961	4,111	4,136	6,151	8,293	2,244	1,996	1,917	2,136
Florida.....	8 or more.....	15,815	17,288	14,345	14,718	17,828	22,778	6,365	5,540	5,015	5,852
Georgia.....	do.....	24,421	25,533	23,814	23,451	24,960	36,401	9,380	8,971	8,824	9,226
Hawaii.....	1 or more.....	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Idaho.....	do.....	5,660	5,071	5,459	6,530	5,614	9,363	2,114	2,152	2,516	2,581
Illinois.....	8 or more.....	112,279	110,485	109,095	114,642	115,205	194,882	49,036	46,999	48,587	50,260
Indiana.....	do.....	33,521	32,651	31,637	34,624	35,331	58,198	14,418	13,590	14,340	15,850
Iowa.....	do.....	25,469	24,092	25,505	26,945	24,756	42,530	10,285	10,221	11,013	11,011
Kansas.....	do.....	27,192	25,871	27,732	28,249	26,021	43,237	10,754	10,822	11,238	10,943
Kentucky.....	4 or more.....	26,247	25,072	25,072	26,684	27,534	42,891	10,673	10,070	10,704	11,444
Louisiana.....	8 or more.....	15,072	15,272	14,628	15,160	15,181	21,167	5,268	5,200	5,213	5,486
Maine.....	8 or more.....	6,853	6,620	6,771	6,929	6,586	11,084	2,763	2,640	3,129	2,552
Maryland.....	4 or more.....	17,139	17,152	16,363	17,237	17,705	30,351	7,701	7,212	7,376	8,062
Massachusetts.....	8 or more.....	21,751	21,393	21,537	21,185	22,890	38,053	9,252	9,321	9,028	10,452
Michigan.....	do.....	29,851	29,013	28,578	30,587	30,819	50,644	12,492	12,077	12,392	13,683
Minnesota.....	1 or more.....	32,549	29,008	33,030	36,609	30,918	55,519	12,507	13,648	15,378	13,886
Mississippi.....	8 or more.....	9,761	9,854	9,430	9,891	9,753	14,991	3,552	3,422	3,407	3,680
Missouri.....	do.....	42,729	42,239	40,552	44,392	44,035	71,934	17,883	17,063	18,432	18,526
Montana.....	1 or more.....	10,023	8,995	10,752	11,422	9,335	17,446	4,133	4,958	4,482	4,482
Nebraska.....	8 or more.....	17,440	15,769	17,358	19,495	16,827	30,083	6,972	7,108	8,091	7,912
Nevada.....	1 or more.....	3,043	2,651	4,072	3,293	3,441	6,267	1,088	1,717	1,798	1,664
New Hampshire.....	4 or more.....	2,933	2,681	2,756	3,894	2,938	4,528	1,037	1,050	1,093	1,348
New Jersey.....	8 or more.....	27,781	26,964	27,649	27,976	27,839	49,730	12,207	12,030	12,512	12,981
New Mexico.....	4 or more.....	7,548	5,253	4,967	5,573	5,802	8,579	2,191	1,968	2,157	2,262
New York.....	do.....	95,011	95,685	93,113	96,694	93,056	163,418	42,610	40,520	40,829	39,459
North Carolina.....	8 or more.....	18,205	18,901	19,287	17,580	17,745	25,278	6,364	6,130	6,244	6,546
North Dakota.....	do.....	6,046	5,238	6,203	7,118	5,277	10,069	2,341	2,338	2,863	2,527
Ohio.....	3 or more.....	69,145	65,948	66,569	72,850	72,872	123,192	28,865	29,267	31,284	33,776
Oklahoma.....	8 or more.....	10,943	10,732	11,188	11,034	10,599	16,880	4,134	4,253	4,289	4,400
Oregon.....	4 or more.....	8,110	6,754	7,247	11,236	6,806	10,500	4,081	3,071	3,749	3,602
Pennsylvania.....	1 or more.....	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Rhode Island.....	4 or more.....	2,038	1,915	1,995	2,499	1,859	3,421	798	512	867	944
South Carolina.....	8 or more.....	8,052	8,165	7,836	7,781	7,906	10,895	2,873	2,715	2,603	2,704
South Dakota.....	do.....	3,872	3,444	4,051	4,444	3,556	6,220	1,399	1,508	1,724	1,581
Tennessee.....	do.....	22,942	23,622	21,376	21,770	23,107	36,968	10,329	8,657	8,717	9,261
Texas.....	do.....	49,908	50,557	49,438	48,982	50,685	81,339	20,885	20,268	20,249	20,497
Utah.....	4 or more.....	7,450	7,244	8,127	8,464	7,872	14,338	3,275	3,466	3,731	3,891
Vermont.....	8 or more.....	4,957	3,990	3,941	4,603	4,069	5,970	1,445	1,492	1,492	1,541
Virginia.....	do.....	13,301	( <sup>1</sup> )	29,597	30,336	31,423	51,176	12,906	12,460	12,507	13,301
Washington.....	do.....	15,810	14,854	16,120	17,259	15,642	27,682	6,434	6,673	7,487	7,088
West Virginia.....	do.....	19,929	20,651	18,614	19,898	20,796	32,464	8,204	7,574	8,016	8,671
Wisconsin.....	7 or more.....	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Wyoming.....	1 or more.....	6,498	5,440	6,417	8,414	6,215	11,143	2,371	2,529	3,134	3,101

<sup>1</sup> Interstate railroads (major industry group 40) included in transportation, communication, and utilities division in table 2; see table 1, p. 80, for totals for all industries, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnote 2).

<sup>2</sup> Employment by interstate railroads excluded from coverage of State law.

<sup>3</sup> Reported average monthly employment of less than 50 workers.

<sup>4</sup> Coverage changed from employers of 8 or more to 4 or more, effective Oct. 1, 1938 (see footnote 4, table 1, p. 80).

<sup>5</sup> Monthly employment data not reported; figures represent average monthly employment during quarter.

<sup>6</sup> Pay-roll figures include that part of any worker's annual wage in excess of \$3,000, although such excess is not taxable under State law.

<sup>7</sup> Based on data for 8 months (March and June-December).

<sup>8</sup> Employment figures include sum of all employees on monthly pay roll plus highest number on semimonthly, weekly, and any other pay roll; hence data not strictly comparable to those for other States. Pay-roll figures exclude that part of any worker's annual wage in excess of \$3,000.

<sup>9</sup> Data for first quarter not strictly comparable to those for subsequent quarters.

<sup>10</sup> Excludes \$5,000 in wages involved in refunded contributions but undistributed by quarters.

<sup>11</sup> Not reported.

<sup>12</sup> Based on data for 9 months (April-December).

<sup>13</sup> State industrial classification of interstate railroads not comparable to Social Security Board classification.



Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938<sup>1</sup>

Major industry group and number <sup>2</sup>	Ala.	Alaska	Ariz.	Ark.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	T. H.	Idaho	Ill.	Iowa	Kans.	Ky.	La.	Maine	Md.	Mass.	Mich.	Minn.	Miss.	
Total, all industries.	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Mining and quarrying.	11.0	30.3	16.8	5.4	2.8	10.3	.2	.3	0	1.2	.5	.1	9.2	2.6	2.2	2.5	9.4	20.0	5.1	.2	.7	1.8	2.1	.6	
11. Bituminous coal mining.	1.8	29.3	16.6	.8	3.9					(7)	(7)	(7)	9.0	2.1	1.7	2.1	1.3	18.1		(7)	1.2	1.9			
12. Bituminous coal mining and quarrying.	8.5	(7)		2.3	5.9															.4	.1				
13. Crude petroleum and natural-gas production.			(7)	2.1	1.8	.2				(7)	(7)		(7)	.3	(9)		6.3	1.0	4.4	(7)		.3	(7)	(7)	
14. Nonquarrying.	.7	(7)	.2	.4	.2	.3	.2	.3		1.2	.4	(7)	(7)	.2	.5	.4	.6	.9	.7	.2	.3	.2	.2	.6	
Contract construction.	4.9	3.6	7.2	3.8	4.5	3.0	6.3	8.6	9.0	4.6	6.4	5.0	2.3	2.5	4.6	4.6	4.4	5.1	3.2	5.4	2.4	2.6	4.9	9.8	
15. General contractors—building construction.	1.4	1.2	1.8	1.1	1.7	1.2	1.2	1.9	2.9	2.7	1.7	3.0	1.6	.6	1.1	1.4	1.4	1.8	1.2	1.9	.9	.9	1.7	1.3	
16. General contractors, other than building construction.	3.0	2.0	4.4	2.0	1.3	2.4	.8	1.3	.5	2.0	2.4	1.9	2.3	.7	.8	2.6	2.7	1.9	2.1	1.5	1.0	.6	1.4	8.0	
17. Special trade contractors (subcontractors).	.5	(7)	1.0	.7	1.8	.9	1.0	3.1	5.2	1.3	.5	1.5	1.1	1.0	.6	.7	.5	1.1	1.2	.5	2.5	.9	1.1	1.8	
Manufacturing.	52.1	37.5	12.5	30.1	27.2	20.8	61.2	37.6	8.5	26.5	50.6	51.8	19.0	44.0	56.4	33.2	23.5	28.0	34.1	58.1	43.9	53.1	58.3	25.5	44.2
20. Food manufacturing.	3.2	33.6	3.6	4.3	7.9	8.4	1.6	5.5	2.6	5.4	5.0	47.3	6.1	7.0	6.9	13.1	11.6	6.2	9.0	4.5	7.7	4.0	4.6	9.2	6.3
21. Tobacco manufacturing.		(7)					.1	.1	(7)																
22. Textile-mill products.	15.9	(7)		.6	.4	(7)	8.8	3.9		4.6	.1	24.3	(7)	.9	1.7	.5	(7)	1.4	1.2	15.9	3.8	11.5	.8	.9	4.1
23. Apparel and other finished articles made from fabrics.	1.4	(7)	.9	1.8	.6	4.8	3.9	3.9	.1	.4	4.6	.4	(7)	3.4	3.3	1.1	.4	2.6	1.7	1.2	7.0	4.6	.8	1.4	6.3
24. Basic lumber industries.	9.3	1.7	2.5	14.8	1.6	.3	1.1	.5	.2	6.0	3.1	(7)	10.2	.3	3.6	1.6	.3	1.6	7.6	2.7	.6	.2	.8	15.3	.5
25. Finished lumber products.	.8		.3	2.7	1.2	.5	.5	4.0	.1	2.6	2.1	.4	(7)	1.9	3.7	.9	.4	2.3	1.6	3.4	1.0	1.4	2.5	1.1	4.4
26. Paper and allied products.	1.2			1.1	.4	.2	1.2	.7	.2	1.1	1.0	.2	(7)	1.2	1.0	.2	.5	1.1	2.7	10.1	1.1	2.9	1.8	1.2	.8
27. Printing, publishing and allied industries.																									
28. Chemicals.	.8	1.0	2.0	1.3	2.4	2.1	1.8	1.1	4.4	1.5	1.3	1.8	1.7	4.4	2.0	3.0	2.4	1.6	1.2	1.2	2.4	2.9	1.9	3.3	.7
29. Products of petroleum and coal.	2.1	(7)	.8	1.8	1.2	.4	1.7	4.8	.1	3.2	.3	(7)	1.8	1.7	1.0	1.3	.6	2.3	.3	2.1	1.5	2.1	.9	4.5	
30. Rubber products.	.4	(7)	(7)	.7	1.1	(7)	.1	2.1			.1	(7)	(7)	.6	1.9	(7)	.2	.5	3.0	(7)	.5	1.5	.7		
31. Leather and its manufactures.	.6			(7)	.5	1.1	2.1	.8			.3	(7)	(7)	1.6	.5	.3	(7)	1.0	1.4	12.9	1.1	7.3	.5	.3	
32. Stone, clay and glass products.	(7)		.4	.9	1.2	1.1	.5	.3	.2	.7	1.6	(7)	(7)	1.6	3.0	1.3	1.1	1.0	.8	1.4	.5	.8	1.2	1.1	
33. Iron and steel and their products.	13.4		.4	.4	2.3	3.7	10.3	4.4	.1	.2	1.0	1.0	(7)	6.7	12.6	1.9	1.2	4.1	.8	.8	8.9	3.7	6.8	1.6	.1
34. Nonferrous metals and their products.	.3		2.3	.2	.5	.6	9.3	.3	(7)	(7)	.1	(7)	(7)	1.8	1.0	.3	.1	.6	.1	(7)	.9	1.2	1.3	.3	
35. Electrical machinery (including radios and refrigerators).	.1		(7)		.6	(7)	4.4	(7)	(7)	(7)	.2			3.2	4.9	.3	.1	1.1	(7)	(7)	.8	2.8	1.6	.8	(7)
37. Machinery other than electrical.	.6		(7)	(7)	1.5	.6	8.6	.7	.1	.2	.7		(7)	.5	3.5	5.0	1.0	.7	.6	2.2	1.0	3.4	4.5	1.7	.3
38. Automobiles, bodies and parts.	.1		(7)	.5	.2	.2	(7)	.1	.1	.5	.1	(7)	(7)	.5	6.2	.1	(7)	.3	.1	.5	.2	25.5	.3		
39. Miscellaneous manufacturing.	.3		(7)	.3	1.8	.5	4.5	2.5	.2	.3	.4	(7)	(7)	1.9	1.2	2.2	.7	.5	.3	1.9	2.3	3.1	.9	.5	.1
Transportation, communication, and utilities.	7.0	15.1	16.2	17.5	13.5	19.7	7.2	11.8	13.2	17.2	13.9	10.1	18.5	14.6	12.3	18.4	25.8	15.7	17.0	11.0	14.2	9.6	8.8	15.0	16.3
40. Interstate railroads.	(7)	3.7	8.9	9.9	4.3	10.7	2.2	6.6	2.9	6.9	7.4	(7)	9.4	7.0	6.3	10.6	15.9	9.9	6.1	5.1	5.0	2.3	8.2	9.0	
41. Street, suburban, and interurban railways (other than these in 40) and city and suburban bus lines.	.1		(7)	.3	1.1	.7	.7	.5	2.2	.2	(7)	2.4	(7)	1.5	.7	.7	.2	.6	.2	.1	1.0	1.2	.1	.7	(7)
42. Trucking and/or warehousing for hire.	1.2	2.0	2.0	2.8	1.7	1.3	1.0	1.1	1.7	1.0	1.1	1.1	2.0	1.2	1.1	1.0	1.0	2.2	.7	1.6	1.3	1.2	1.5	2.4	
43. Other transportation, except water transportation.	.3	1.7	.5	.6	.5	.5	.2	.5	.3	1.2	.4	.6	13.5	.6	.5	.4	2.3	.6	1.1	2	1.1	.3	.2	.4	.4
44. Water transportation.	.3		(7)	(7)	.4		(7)	.3	(7)	1.2	.3	.7	(7)	(7)	(7)		.1	1.4	.1	.8	.3	.1	.1	(7)	
45. Services allied to transportation, not elsewhere classified.																									
46. Communications—telephone, telegraph, commercial radio and related services.	1.7	6.6	.5	.1	1.2	.4	.1	.7	.2	2.6	.7	1.9	(7)	.4	.2	.1	.3	.1	1.9	.6	1.3	.5	.3	.2	.6
47. Electric, gas, and steam power.																									
48. Utilities—light, heat, and power companies, electric and gas.	2.1	(7)	2.2	2.1	1.7	2.3	1.4	1.1	2.7	1.9	2.0	2.1	2.7	1.8	1.8	2.7	2.9	1.7	2.1	2.1	1.9	1.7	2.2	1.9	1.8

See footnotes at end of table.



Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1938<sup>1</sup>—Continued

Major industry group and number <sup>2</sup>	Ala.	Alaska	Ariz.	Calif.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	T. H.	Idaho	Ill.	Ind.	Iowa	Kans.	Ky.	La.	Maine	Md.	Mass.	Mich.	Minn.	Miss.
Transportation, etc.—Continued.																								
49. Other local utilities and local public services.....	0.1	(7)	0.3	0.1	0.3	0.4	0.2	0.1	0.1	(7)	0.4	1.6	(6)	0.1	(6)	0.1	0.2	0.3	0.2	(7)	(6)	(7)	(6)	(7)
Wholesale and retail trade.....	18.0	9.9	32.8	29.5	31.1	31.2	17.0	23.3	41.2	33.4	22.1	34.8	23.0	18.8	30.0	27.9	23.2	25.2	18.0	23.0	23.5	19.4	36.7	20.1
50. Wholesale merchants.....	2.3	(7)	2.1	3.8	4.3	4.2	1.7	1.6	2.2	4.4	2.9	5.2	3.6	2.6	3.4	3.5	3.4	5.2	3.3	3.4	3.5	2.9	5.1	2.9
51. Wholesale merchants, other than food stores.....	2.2	(7)	4.3	2.5	4.9	3.9	1.3	1.9	4.4	8.8	3.3	2.0	2.9	1.6	5.6	4.2	3.7	3.4	2.4	2.0	2.9	1.9	4.1	2.1
52. Wholesale and retail trade combined.....	2.1	1.6	5.3	2.4	2.5	2.9	2.0	2.2	1.7	3.4	2.9	6.5	2.2	1.9	2.7	4.1	2.9	2.1	2.1	1.9	1.9	2.9	3.9	2.3
53. Retail general merchandise.....	3.9	4.1	6.0	6.6	4.4	6.9	2.8	2.3	7.2	4.0	4.0	2.3	5.9	5.3	4.1	5.2	5.4	4.3	3.0	4.8	3.7	6.0	4.4	4.4
54. Retail food.....	1.6	1.5	2.9	3.0	2.8	2.9	2.2	4.0	5.2	3.2	1.9	.9	4.0	2.1	1.9	2.4	2.9	3.3	1.6	2.1	2.5	3.3	2.2	4.0
55. Retail automotive.....	1.9	.....	2.0	2.7	2.0	2.6	1.2	1.6	2.0	2.2	1.5	1.7	3.5	1.0	1.4	1.9	2.8	1.7	1.9	1.5	1.5	1.1	1.9	2.7
56. Retail trade, not elsewhere classified.....	1.8	.....	1.0	1.0	1.8	1.3	1.6	1.9	3.0	1.0	1.4	.9	1.6	1.2	2.2	1.2	1.4	1.6	1.0	1.0	1.7	1.3	2.0	1.0
57. Retail trade not elsewhere classified.....	1.9	(7)	3.4	3.5	3.3	3.0	2.4	3.9	6.1	3.3	2.1	1.8	5.2	2.0	2.1	2.7	2.4	2.4	2.1	2.9	2.3	1.8	4.1	1.5
71. Eating and drinking places.....	1.1	1.3	4.3	3.3	3.8	2.7	1.4	2.1	7.0	2.6	1.0	2.9	3.4	2.1	1.4	2.0	1.5	1.6	2.0	1.0	2.2	2.7	1.4	4.3
75. Automobile repair services, garages and filling stations.....	2	(7)	1.5	1.7	1.3	.6	.4	1.8	2.4	.5	.4	1.2	1.6	.5	.4	.5	.8	.7	.5	.8	.4	.4	1.3	.5
Finance, insurance, and real estate.....	1.3	.3	2.0	2.4	4.9	3.2	5.6	3.8	9.6	3.1	2.6	2.0	1.9	4.6	2.9	3.7	2.7	3.4	1.9	5.0	4.7	3.2	5.0	1.9
60. Bank and trust companies.....	.....	.....	2.2	.5	4.2	2.1	.7	.5	.6	.2	.1	.8	(6)	.1	.3	.5	.4	.4	.4	.5	.6	.5	.6	.6
61. Investment banking and security speculation.....	.....	.....	(7)	.1	.4	.3	.2	.6	.3	.1	.1	(7)	.4	.1	.1	.1	.1	.2	.1	.3	.4	.2	.4	(7)
62. Finance, not elsewhere classified.....	3	(7)	.3	.2	.4	.3	.2	.3	.4	.3	.2	.2	(6)	.3	.5	.3	.2	.4	.2	.5	.3	.4	.4	(7)
63. Insurance carriers.....	4	.....	.4	.6	1.6	1.1	3.9	1.3	1.8	1.0	1.2	.1	(6)	1.8	1.3	2.0	1.2	1.3	.7	2.1	2.2	.9	1.7	1.0
64. Insurance agents and brokers.....	(7)	.....	.2	.3	.3	.3	.1	.2	.3	.1	.2	.1	(6)	.2	.1	(6)	.1	.4	.1	.3	.2	.3	.3	.1
65. Real-estate dealers, agents and brokers.....	.4	(7)	.5	.6	1.7	.9	.3	.8	6.0	1.2	.6	.5	1.7	.5	.5	.5	.5	.6	.4	1.3	1.0	.8	1.2	.1
66. Real-estate, insurance, loans, law office, any combination.....	.1	.....	.3	.2	.3	.2	.2	(7)	.2	.2	.1	.3	.1	.1	.1	.1	.1	(7)	(7)	(6)	(6)	.1	.4	(7)
Service	5.3	13.3	11.8	10.5	13.7	9.7	5.0	6.8	19.9	12.0	6.2	17.5	10.1	8.0	4.9	7.5	6.0	8.4	4.4	7.6	6.2	5.6	10.3	6.1
70. Hotels, furnished rooms, camps, and other lodging places.....	1.1	.9	3.9	2.3	2.1	2.5	.7	.7	3.6	3.9	1.4	2.0	2.2	1.7	1.2	2.0	1.8	1.4	1.6	1.0	1.1	1.1	2.1	1.9
72. Personal service.....	2.1	1.0	2.9	3.0	2.5	2.4	1.7	2.2	5.8	3.0	1.9	1.3	2.7	1.9	1.4	1.5	1.7	2.1	2.2	2.0	2.0	1.3	2.4	2.1
73. Business service not elsewhere classified.....	.3	.....	1.1	.8	1.8	1.2	.5	1.3	1.8	.8	.8	.8	1.7	1.6	.5	1.0	.5	.4	.7	.2	.7	.8	1.2	.2
74. Employment agencies and schools.....	(7)	.....	(7)	(7)	.1	.1	(7)	.1	.1	(7)	.1	(11)	.1	(7)	(7)	.1	(7)	(7)	.1	(7)	(6)	.1	.1	.....
76. Repair services and miscellaneous hand trades not elsewhere classified.....	.6	(7)	.2	.4	.3	.1	.1	.2	.2	.3	.1	.2	1.5	.1	.1	.2	.2	.6	(7)	.9	.1	.1	.1	(7)
77. Agricultural and horticultural services and related services.....	.2	.....	.7	1.2	.4	.2	.2	.2	1.0	.5	(7)	(9)	.1	.1	.5	(7)	.2	.2	(7)	.1	.2	.2	.2	.3
78. Amusement and recreation motion pictures.....	.6	(7)	1.0	.5	3.1	1.1	.5	.5	1.2	.9	.6	1.0	.9	.5	.6	.8	.7	.5	.7	.5	.7	.4	.8	.7
79. Amusement and recreation and related services not elsewhere classified.....	.2	.....	.6	.7	1.2	.8	.6	.7	.9	1.4	.4	.4	.8	.9	.5	.9	.4	.5	1.3	.2	1.1	.6	.7	.9
80. Medical and other health services.....	.2	.....	.5	1.0	.7	.6	.2	.2	.7	.3	.6	1.0	.1	.1	.2	.3	.2	.3	.2	.2	.2	.1	1.1	.4
81. Law offices and related services.....	(6)	.....	.1	.2	.2	(7)	.1	.3	1.1	.1	(9)	.2	.4	.2	(7)	(7)	.2	.1	(7)	.1	.1	.1	.3	.....
82. Educational institutions and agencies.....	.....	.....	.3	(7)	.2	(7)	.2	(7)	.4	.1	.1	(7)	1.1	.2	(6)	.1	.1	(7)	(7)	.1	.1	(6)	.3	.2
83. Other professional and social service agencies and institutions.....	(6)	.....	.1	.2	.2	(6)	(7)	.1	.2	.1	.1	(7)	.1	(7)	.1	.1	(7)	.4	.....	.1	.1	.1	.1	.1
86. Membership organizations, such as trade associations, trade-unions, etc.....	.1	(7)	.4	.2	.9	.6	.2	.3	2.7	.1	(9)	.7	.8	.5	.3	.1	.1	.3	.1	.8	.3	.2	.6	(7)
Miscellaneous <sup>11</sup> .....	.4	(6)	.7	.8	2.0	.6	.8	10.1	.6	.2	(9)	1.5	.9	.1	.1	.1	.4	1.8	3.2	.2	.5	.3	.5	1.0



Major industry group and number	Mo.	Mont.	Neb.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio	Okl.	Oreg.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah	Vt.	Va.	W. Va.	Wis.	Wyo.
Total, all industries.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mining and quarrying.....	1.6	12.1	0.5	23.4	0.4	0.4	22.2	0.2	0.4	1.8	2.1	18.1	0.6	0.1	0.6	8.1	3.9	9.6	11.7	2.8	5.9	1.6	38.3	0.5
10. Metallic mining.....	.5	8.2	.2	22.5	.2	.2	6.4	.2	.2	.1	1.4	1.4	.4	.4	.4	.9	.8	.1	7.8	.4	.2	.4	.5	.5
11. Bituminous coal mining.....	.7	1.8	.1	.1	.1	.1	.1	.1	.1	.1	1.5	.4	.4	.4	.4	.1	.2	.1	3.3	.4	.2	36.5	10.9	.5
12. Bituminous coal mining and natural gas production.....	.7	1.8	.1	.1	.1	.1	.1	.1	.1	.1	1.5	.4	.4	.4	.4	.1	.2	.1	3.3	.4	.2	36.5	10.9	.5
13. Crude petroleum and natural gas production.....	.7	1.8	.1	.1	.1	.1	.1	.1	.1	.1	1.5	.4	.4	.4	.4	.1	.2	.1	3.3	.4	.2	36.5	10.9	.5
14. Nonmetallic mining and quarrying.....	1.4	.5	.5	.9	.4	.2	2.2	.1	.4	.7	.3	15.4	.2	.1	.5	.5	.9	.7	.6	2.8	.6	.2	.1	.4
Contract construction.....	2.7	5.2	5.1	6.6	3.7	2.5	8.0	3.6	4.2	6.1	2.8	3.9	3.7	3.0	4.9	6.9	4.0	6.0	4.5	4.6	5.2	4.9	2.0	2.5
15. General contractors—building construction.....	.9	1.3	1.2	1.8	1.8	1.0	1.9	.9	1.8	1.2	.9	1.4	.9	1.1	1.5	1.9	1.8	2.0	.9	1.8	1.8	1.2	.6	1.3
16. General contractors, other than building construction.....	.8	2.5	3.1	3.3	1.0	.6	5.4	.8	1.7	4.4	.7	1.9	1.7	.5	2.9	4.5	1.3	3.1	2.7	2.3	1.9	2.9	1.1	.6
17. Special trade contractors (subcontractors).....	1.0	1.4	.8	1.5	.9	.7	1.9	.7	.5	1.2	.6	1.1	1.4	.5	.5	.5	.9	.9	.9	.5	.5	.8	.3	1.5
Manufacturing.....	38.2	14.7	22.2	4.5	61.7	57.5	8.5	38.1	65.4	12.1	50.2	19.5	37.4	62.0	66.3	17.3	48.3	24.2	21.1	50.2	41.4	35.1	23.9	53.5
20. Food manufacturing.....	6.5	4.9	13.7	2.1	1.6	1.2	4.3	2.2	3.9	8.1	4.4	6.0	8.3	2.8	2.6	12.3	5.0	5.9	9.5	2.5	3.2	7.1	1.7	3.6
21. Tobacco manufacturing.....	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6
22. Textile-mill products.....	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6	.6
23. Apparel and other finished articles made from fabrics.....	6.4	.5	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2
24. Basic lumber industries.....	1.7	2.7	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3
25. Lumber products.....	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9
26. Paper and allied products.....	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9
27. Printing, publishing and allied industries.....	2.6	1.8	2.8	1.4	1.8	1.7	1.2	3.7	.8	2.7	2.9	2.1	2.3	1.7	.7	2.4	1.6	1.6	1.9	2.2	1.3	2.6	.7	1.5
28. Chemicals.....	2.0	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5
29. Products of petroleum and coal.....	1.1	1.0	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5
30. Rubber products.....	6.4	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5
31. Leather and allied products.....	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9	.9
32. Stone, clay and glass products.....	1.7	.4	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7
33. Iron and steel and their products.....	2.9	.2	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7
35. Nonferrous metals and their products.....	7.7	3.4	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3
36. Electrical machinery (including radios and refrigerators).....	1.6	.7	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3	.3
37. Machinery other than electrical.....	1.6	.1	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7
38. Automobiles, bodies and parts.....	1.2	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7
39. Miscellaneous manufacturing.....	1.3	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7	.7
Transportation, communication, and utilities.....	16.0	21.0	25.3	22.0	7.8	11.0	20.8	12.4	7.5	29.2	11.4	16.4	16.5	6.6	8.3	20.3	13.9	19.9	19.0	16.2	17.1	15.7	12.8	23.8
40. Interstate railroads.....	7.8	13.8	15.0	15.9	2.9	3.3	12.9	3.1	4.2	19.0	5.2	5.7	5.7	1.2	4.2	11.0	7.7	7.4	10.5	8.7	9.6	6.0	7.1	16.4
41. Street, suburban, and interurban railroads (other than streetcar lines).....	.8	.8	1.1	.8	.3	.2	1.6	.6	.2	.4	.5	2.8	.4	.2	.4	.1	.5	2.0	.8	.3	.5	.2	.2	2.0
42. Trucking and/or warehousing for hire.....	.8	.8	1.1	.8	.3	.2	1.6	.6	.2	.4	.5	2.8	.4	.2	.4	.1	.5	2.0	.8	.3	.5	.2	.2	2.0
43. Other transportation, except water transportation.....	.8	.8	1.1	.8	.3	.2	1.6	.6	.2	.4	.5	2.8	.4	.2	.4	.1	.5	2.0	.8	.3	.5	.2	.2	2.0
44. Water transportation.....	.8	.8	1.1	.8	.3	.2	1.6	.6	.2	.4	.5	2.8	.4	.2	.4	.1	.5	2.0	.8	.3	.5	.2	.2	2.0

See footnotes at end of table.



Table 4.—Unemployment compensation: Percentage distribution of average monthly covered employment by major industry groups, by States, 1933—Continued

Major industry group and number	Mo.	Mont.	Nebr.	New.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio	Okl.	Oreg.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah	Vt.	Va.	Wash.	W. Va.	Wis.	Wyo.
Transportation, etc.—Continued.																									
45. Services allied to transportation, not elsewhere classified.	0.4	(7)	0.8	(7)	(7)	0.6	(7)	0.9	0.1	0.4	0.2	0.2	1.6	0.1	0.3	(7)	0.1	1.4	0.5	(7)	1.3	2.4	0.1	(7)	0.4
46. Communications—telephone, telegraph, commercial radio, etc.	2.2	1.9	4.2	1.6	1.6	1.7	1.8	2.4	1.0	4.0	1.5	2.9	2.3	1.3	1.0	4.0	1.7	2.3	2.3	2.5	1.4	2.3	1.0	(7)	1.5
48. Utilities—light, heat, and power companies, electric and gas.	1.9	3.0	2.3	1.8	2.2	2.1	2.3	2.1	1.2	4.1	1.9	2.7	3.0	1.8	1.2	3.6	1.9	2.9	2.6	2.4	2.1	2.0	3.5	(7)	1.7
49. Other local utilities and local public services.	1.1	2	(7)	.3	1	1	1	1	(7)	-----	1	(7)	1	(7)	(7)	(7)	1	1	1	2	(7)	(7)	(7)	(7)	.3
Wholesale and retail trade.																									
50. Wholesale merchants.	23.5	32.5	33.4	29.8	17.2	16.5	30.2	24.4	16.3	42.9	23.5	28.6	26.8	20.1	15.2	38.3	22.9	28.6	30.6	19.6	21.4	27.3	12.9	20.1	25.5
51. Wholesale distributors other than wholesale merchants.	5.0	2.0	4.7	1.8	1.1	1.8	2.0	3.8	2.2	5.1	2.9	4.2	3.6	2.6	2.2	5.1	3.6	3.8	3.2	2.0	4.1	3.9	1.7	(7)	1.4
52. Wholesale and retail trade.	4.9	3.6	5.6	1.4	1.2	2.3	2.9	4.2	2.8	5.4	2.5	3.9	4.2	2.3	1.4	7.2	3.5	5.2	3.6	2.6	3.0	5.0	1.1	(7)	1.9
53. Retail general merchandise.	2.8	3.2	3.9	2.3	2.5	1.5	3.5	3.3	1.3	8.8	2.6	2.7	1.6	2.1	1.5	5.7	2.3	2.6	2.6	3.0	2.2	3.3	1.7	(7)	1.4
54. Retail food.	2.5	5.4	7.0	3.1	2.5	2.7	3.6	4.0	1.3	8.4	4.1	5.9	4.8	3.0	1.6	5.7	4.5	5.5	7.0	3.2	3.6	5.2	3.3	(7)	4.1
55. Retail automotive.	2.8	3.5	2.8	2.9	2.3	2.7	2.7	3.3	1.2	3.3	2.7	2.4	2.5	3.0	1.6	3.0	2.2	1.9	3.0	2.3	2.2	1.8	1.2	(7)	3.1
56. Retail apparel.	1.3	2.8	2.5	1.7	1.2	3.5	1.8	1.5	3.8	1.3	1.3	3.0	2.8	1.0	1.6	2.8	1.6	2.6	2.4	2.3	1.7	1.6	1.1	(7)	3.0
57. Retail trade not elsewhere classified.	1.9	1.3	1.8	1.0	1.0	.8	.6	2.2	1.8	1.3	1.7	1.3	1.2	1.5	.6	1.1	1.3	1.5	1.5	.5	1.0	1.2	.8	(7)	1.0
71. Eating and drinking places.	2.5	3.6	2.3	3.5	2.5	1.7	2.8	2.3	1.7	1.9	2.6	2.7	3.0	2.3	1.6	1.5	2.2	2.8	3.9	1.7	2.4	2.3	1.1	(7)	3.4
75. Automobile repair services, garages and filling stations.	1.7	5.2	1.8	8.3	2.3	1.4	3.4	2.3	5.5	2.7	2.3	1.7	2.2	2.1	1.5	2.7	1.2	2.0	2.3	1.3	.9	2.4	.6	(7)	4.1
Finance, insurance, and real estate.	4.8	2.4	5.0	1.3	1.9	4.8	1.2	8.9	2.0	2.1	3.5	2.8	3.1	2.9	.7	2.4	2.2	2.7	3.1	2.5	2.7	3.4	1.1	3.3	1.2
61. Banking and security.	.7	.3	.2	(7)	.3	.6	.2	1.4	.3	(7)	.4	1	.2	.4	.1	(7)	.2	.8	.3	.1	.1	.1	.1	(7)	(7)
62. Finance agencies not elsewhere classified.	.3	(7)	.3	(7)	(7)	.1	(7)	1.0	.1	-----	.2	1	.2	.2	(7)	(7)	1	1	.2	(7)	.1	.2	(7)	(7)	(7)
63. Insurance carriers.	.4	.3	.5	(7)	.1	.5	(7)	.4	.2	.6	.5	.4	.2	.2	.1	.3	.3	.4	.5	(7)	.2	.2	.2	(7)	.2
64. Insurance agents and brokers.	1.7	.5	2.7	(7)	1.1	2.7	.4	2.5	1.3	1.1	1.2	.9	.4	1.2	.3	1.1	.8	1.2	.8	.9	1.4	1.2	.5	(7)	(7)
65. Real estate, insurance, loans, and brokers.	.2	.2	.2	(7)	.1	.1	(7)	.3	.6	(7)	.2	1	.7	1	.1	(7)	.1	.2	1	.6	.1	.3	.1	(7)	(7)
66. Real estate, insurance, loans, law office; any combination.	1.4	.8	.8	.6	.2	.6	(7)	3.2	.3	(7)	.9	1.0	1.1	.7	(7)	.6	.6	.7	1.0	(7)	.5	1.2	.2	(7)	.3
Services.																									
70. Hotels, furnished rooms, camps, and other lodging places.	.1	.3	.3	(7)	(7)	.2	.3	(7)	(7)	(7)	.1	.2	.3	.1	(7)	(7)	.1	.1	.3	(7)	.1	.2	(7)	(7)	.2
72. Personal service.	1.8	2.6	2.7	3.7	2.5	1.3	2.7	2.3	.9	2.8	1.2	1.8	1.9	.6	1.0	2.1	1.5	2.1	2.1	2.5	1.5	1.7	.9	(7)	2.5
73. Business service not elsewhere classified.	2.3	2.2	2.1	2.8	1.5	2.2	2.6	1.9	1.8	1.3	1.4	2.0	2.3	2.2	1.5	1.5	2.6	2.3	2.5	1.0	2.0	1.9	.9	(7)	2.4
74. Employment agencies and schools.	1.2	.8	1.0	.4	.3	.7	.4	2.1	.2	.5	1.0	.8	1.4	.4	.2	.7	.6	.7	1.0	(7)	.4	1.2	.2	(7)	.4
76. Repair services and miscellaneous hand trades not elsewhere classified.	.1	(7)	.1	(7)	(7)	(7)	(7)	.1	(7)	(7)	(7)	(7)	.1	.1	(7)	(7)	(7)	(7)	(7)	-----	(7)	.1	(7)	(7)	(7)
77. Agricultural and horticultural services and related services.	.1	.2	.1	(7)	.2	.4	(7)	.2	.1	(7)	.1	.1	.2	.2	.1	(7)	.1	.2	(7)	(7)	.2	.1	.1	(7)	.3
78. Amusement and recreation—motion pictures.	.2	(7)	.2	(7)	.1	1	.6	.2	(7)	(7)	.2	1.0	.1	.2	.2	.3	.3	.6	(7)	(7)	.1	.2	(7)	(7)	(7)
79. Amusement and recreation and related services not elsewhere classified.	.6	.8	.8	.7	.6	.6	1.0	.9	.4	.7	.6	.9	.8	.4	.3	1.1	.5	.8	1.2	.6	.5	.8	.4	(7)	.7
80. Medical and other health services.	.7	.6	.8	2.9	.7	.6	.3	1.0	.2	.4	.8	.5	.9	.8	.3	(7)	.3	.4	.9	.2	.5	.9	.2	(7)	.5
81. Law offices and related services.	.2	1.0	.3	.5	(7)	.1	.4	.2	.2	.5	.2	.5	.7	(7)	(7)	.4	.2	.5	.2	.1	.5	.4	.4	(7)	.7
Losses.	.1	.3	(7)	.4	(7)	.1	-----	.4	(7)	-----	.1	(7)	.1	.1	(7)	(7)	(7)	(7)	(7)	-----	(7)	.1	(7)	(7)	.3



82. Educational institutions and agencies	.1	(7)	-----	(7)	.1	(7)	.1	(7)	.2	(7)	-----	.1	(7)	(7)	(7)
83. Other professional and social service agencies and institutions	.1	(7)	.1	(7)	(7)	(7)	.2	(7)	-----	(7)	(7)	.3	(7)	.1	(7)
86. Miscellaneous organizations, such as trade associations, trade-unions, etc.	.4	1.7	.3	.7	.1	.4	.3	(7)	.4	(7)	.5	.1	.5	.1	(7)
Miscellaneous <sup>11</sup>	.3	1.6	(4)	(4)	1.2	.7	.4	2.4	.3	(4)	.3	2.5	2.9	.1	.2

<sup>1</sup> See table 1 for average monthly employment in States, for definition of employment (footnote 1), and for explanation of size-of-firm inclusion (footnotes 2 and 4). Distribution for Pennsylvania not available.

<sup>2</sup> See p. 149 for complete list of industry groups and numbers.

<sup>3</sup> Based on data for 8 months (March and June-December).

<sup>4</sup> Employment figures include sum of all employees on monthly pay rolls plus highest number on semi-monthly pay rolls.

<sup>5</sup> Includes approximately 10,840 workers reported under temporary numbers each month; includes 15,000-24,000 domestic-service workers covered by State law.

<sup>6</sup> Based on data for 9 months (April-December).

<sup>7</sup> Less than 0.1 percent.

<sup>8</sup> Average monthly employment less than 100.

<sup>9</sup> Distribution by comparable major industry groups not available.

<sup>10</sup> Logging camps and logging and lumber camps not attached to sawmills included in industry division "Miscellaneous."

<sup>11</sup> Not subject to State law.

<sup>12</sup> In some cases, employment by street railways, local bus lines, etc. (group 41), operated by electric light and power companies is included in group 48. Employment by municipal corporations excluded when exempt from coverage of State law.

<sup>13</sup> Group 41 included in group 48.

<sup>14</sup> Group 44, for which average monthly employment was reported as less than 100 workers, included in group 43.

<sup>15</sup> Industry division "Miscellaneous," for which average monthly employment was reported as less than 100 workers, included in "Service."

<sup>16</sup> Group 74, for which average monthly employment was reported as less than 50 workers, included in group 73.

<sup>17</sup> Group 77, for which average monthly employment was reported as less than 100 workers, included in group 76.

<sup>18</sup> Group 83, for which average monthly employment was reported as less than 50 workers, included in group 82.

<sup>19</sup> Groups 67, 68, 85, and others not elsewhere classified. See footnote 9.

<sup>20</sup> Group 67, "administrative offices and holding companies," accounted for 8.3 percent of the average monthly employment.

<sup>21</sup> Group 85, "private business organizations not elsewhere classified," accounted for 3.1 percent of the average monthly employment.

<sup>22</sup> Group 88, "private business organizations not elsewhere classified," accounted for 3.7 percent of the average monthly employment.



ment rather than residence of the worker. If many workers in a State commute across State lines, a correction factor must be applied before the data may be compared with figures based on "place of residence." Data for New York, Rhode Island, and the District of Columbia, for example, undoubtedly reflect employment of a significant number of workers who reside in neighboring States.

Lack of comparable information from Pennsylvania and Wisconsin makes it impossible to include totals for the United States in the 1938 reports. Pennsylvania had not introduced the Social Security Board Industrial Classification Code (see p. 149) and consequently no industry data for that State were available. Because in 1938 the Wisconsin employment security agency used its own industrial classification system, pending the completion of a later edition of the social security industrial code, figures for that State are included only in the summary tabulations for industrial divisions.

Two other factors affect the employment security data on employment and pay rolls: delinquency on the part of employers in submitting contribution reports to the State agencies and errors made in classifying employers. The degree to which employment and pay rolls are understated because of delinquency varies among States and for the major industry groups in each State. As a general rule, it was found that delinquency was more significant among industry groups in which small operating units predominate—such as trade and service—than in the groups in which firms generally employ fairly large numbers of workers—such as manufacturing. The coverage of the State law therefore has a bearing on the importance of this factor. States which cover employers of one or more workers undoubtedly experienced a greater degree of delinquency than States which limit coverage to employers of eight or more. It is believed, however, that there is no serious understatement or distortion in the data resulting from delinquency.

Some errors in classifying employers were revealed by sample checks. These errors resulted mainly from incomplete information concerning the employer's business at the time of classification. As reporting procedures have improved, the classification assignments have become more reliable.

An additional qualification to be noted relates to the pay-roll data for New York and Michigan. In 1938 both State laws limited taxable wages for unemployment compensation purposes to the first \$3,000 of a worker's annual wages from an individual employer. Michigan, however, reported total wages for covered employments rather than merely the amount subject to contributions, with the result that the wages shown for that State are about 7 or 8 percent in excess of the wages taxable for unemployment compensation purposes. Pay-roll data for New York, on the other hand, represent only the taxable amount; i. e., the first \$3,000 in wages. The amount of wages excluded in New York reports is estimated to range between 12 and 15 percent of the total wages in subject employment in 1938. All other States reported wages taxable under title IX of the Social Security Act,<sup>4</sup> including amounts in excess of \$3,000.

### *Industrial Classification*

The Industrial Classification Code of the Social Security Board, designed primarily to serve the needs of the social security program, is similar but not identical to industrial classification systems used by other Federal agencies.<sup>5</sup> Under the industrial classification procedure used by State agencies, each place of business is classified on the basis of its principal activity. If a firm conducts different activities at its various establishments, separate industry numbers are assigned to identify them, and a supplemental report is submitted by the employer for each such activity. For example, should a firm engaged in manufacturing operate separate establishments as retail outlets, separate employment and pay-roll data are reported for each of the functions. Thus employment and pay rolls may be classified according to the industry to which they apply rather than according to the primary industry of the reporting employer. Usually the reports also identify the area of the State in which the business is conducted and these identifications make possible series of employment and pay-roll data

<sup>4</sup> On Feb. 10, 1939, title IX of the Social Security Act (except sec. 904) was repealed and reenacted as ch. 9, subch. C, of the Internal Revenue Code. Under the Social Security Act Amendments of 1939 (Public. No. 379, 76th Cong., 1st sess.) this tax has been named the Federal unemployment tax and beginning with 1940 does not apply to "that part of the remuneration, which after remuneration equal to \$3,000 has been paid to an individual by an employer with respect to employment during any calendar year, is paid to such individual by such employer with respect to employment during such calendar year . . ."

<sup>5</sup> See pp. 149-150 for a list of major industry groups.



for various areas and communities within the State; hitherto information of this type has been available only for a few metropolitan areas.

Employment data for the 70 major industry groups listed in the Social Security Board Industrial Classification Code<sup>6</sup> are available for each State (see table 4), but for summary purposes in other tables these groups have been consolidated in 8 industrial divisions. Data on both employment and pay rolls are given for each of these divisions.

The employment and pay-roll data presented in tables 1-4 may be utilized for many purposes, subject to the qualifications indicated in the foregoing pages. The analysis which follows, however, is limited to characteristics which have a direct bearing on employment security programs.

### *Industrial Distribution of Covered Employment*

Although 1938 was characterized for the most part by depressed employment conditions, the distribution of employment and pay rolls according to industrial divisions and major industry groups provides a fairly reliable measure of the relative importance of the respective industries in the State. These distributions are, of course, based on employments covered by State laws and are therefore affected by size-of-firm provisions. This qualification is of particular significance when comparisons are made between States, and is also important in interpreting data for a single jurisdiction since some industries tend to have small units.

*Manufacturing.*—The importance of manufacturing in the covered employment of various States is shown in chart 1, page 81. North and South Carolina lead in percentage of covered employment in manufacturing with about two-thirds of their covered workers ordinarily engaged in that activity, principally in the manufacture of textiles. Rhode Island, New Hampshire, and Connecticut follow closely with more than 60 percent of their 1938 employment in manufacturing. While manufacturing in Connecticut consists of diversified industries (machinery, iron and steel, non-ferrous metals, and textiles are most important), in New Hampshire it is concentrated largely in leather and textiles, and in Rhode Island in

textiles. Maine and Michigan have more than 58 percent of their covered employment in manufacturing. Textiles, leather, and paper dominate the Maine pattern while the automobile industry predominates in Michigan.

A somewhat different aspect of the importance of manufacturing in covered employment is given in chart 2 (p. 94), which arrays the States according to the magnitude of employment in manufacturing. New York, with an average of more than a million covered workers in this division in 1938, heads the list. Manufacturing in that State is largely diversified, but apparel with 285,000 workers was the largest single industry in the manufacturing group. In 1938 Illinois had an average monthly employment of 705,000 in all forms of manufacturing with about 139,000 in the production of machinery, 112,000 in food manufacturing, and 107,000 in iron and steel. Of the 660,000 manufacturing jobs reported for Ohio 160,000 were in iron and steel and about 124,000 in machinery. The automobile industry comprised nearly 44 percent of the 525,000 in manufacturing reported for Michigan. Massachusetts had an average of 493,000 manufacturing workers; 106,000 were in textiles and 67,000 in leather.

States in which manufacturing was comparatively unimportant in terms of the proportions of covered employees were Nevada, the District of Columbia, New Mexico, and Wyoming (chart 1). These States were also low in the list in number of workers in manufacturing (chart 2).

*Trade.*—The area of concentration for the next largest number of workers is trade (chart 1). North Dakota had 42 percent of its covered workers in this industrial division in 1938. The District of Columbia and South Dakota had 41 and 38 percent, respectively. Trade comprised 20-30 percent of all covered employment in 27 States. Aside from Alaska, the smallest concentration in trade is found in West Virginia and South Carolina.

*Construction.*—The proportion of employment in the construction industry in no instance exceeded 10 percent. The greatest degree of concentration for this activity is in Mississippi, Wyoming, and the District of Columbia. In 38 States less than 6 percent of the covered employment was found in the construction industry. This relatively small proportion is explained partly by the fact that the construction industry

<sup>6</sup> The March 1937 edition of the code was used by all States except the District of Columbia, Massachusetts, North Carolina, and West Virginia, which used the 1936 edition. The classifications in the earlier code, however, are nearly identical to those in the 1937 edition.



operated at a fairly low level in 1938 and partly because the coverage provisions of State laws probably exclude many firms engaged in construction work.

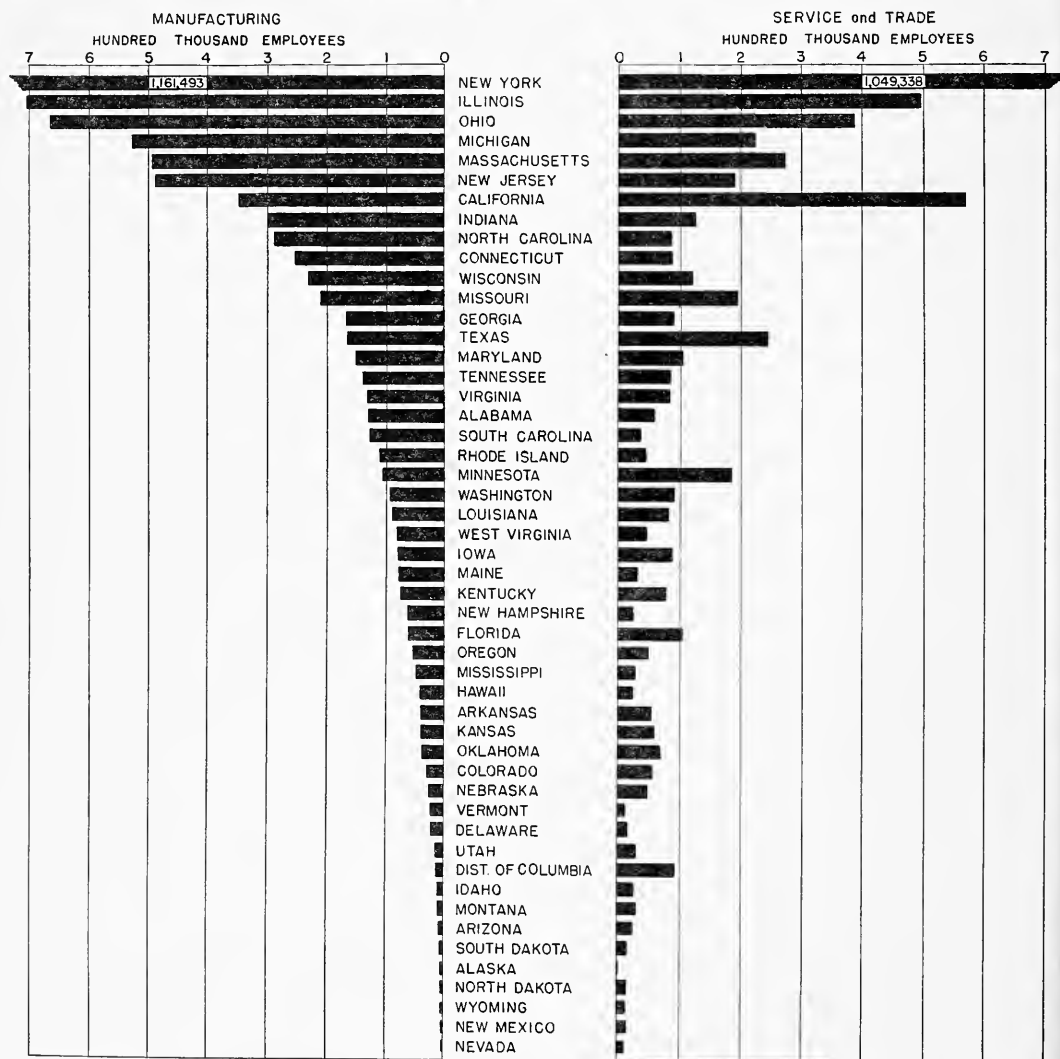
*Transportation, communication, and utilities.*—Transportation, communication, and utilities, collectively, comprise 10–20 percent of covered employment in each of 36 jurisdictions. The States

with the highest proportion of workers in this division are all in the Mountain or West North Central sections of the country.<sup>7</sup>

*Mining and quarrying.*—Relatively few States

<sup>7</sup> Effective July 1, 1939, the unemployment compensation program for railroad workers was transferred from the States to the Federal Railroad Retirement Board, in accordance with the provisions of the Railroad Unemployment Insurance Act. See table 3 for data on employment and pay rolls in interstate railroads in 1938.

Chart 2.—Unemployment compensation: Employment of covered workers in manufacturing and in service and trade, monthly average, 50 States, 1938<sup>1</sup>



<sup>1</sup> See table 2, p. 82.



have any significant proportion of covered workers employed in mining and quarrying activities. In West Virginia, the importance of the mining industry (chiefly bituminous coal) in the unemployment compensation program is evident from the fact that 38 percent of the covered employment in 1938 was concentrated in that activity. All the Mountain States had more than 9 percent of their covered workers engaged in mining. Nevada, New Mexico, and Wyoming had more than 20 percent so engaged. Over 30 percent of the workers of Alaska were employed in mining, and Kentucky showed a concentration of 20 percent in this industry, principally in bituminous coal. In Oklahoma 18 percent of the covered workers were employed in mining; for the most part these employees were engaged in the production of crude petroleum and natural gas.

*Service.*—The service division represents a combination of various types of employment, including business, personal, and professional service. Hotels, amusements, and personal service enterprises (such as laundries) comprise the major portion of this division. The relative importance of the service division in total covered employment ranged from 3 percent in Alaska to 19 percent in the District of Columbia. In 38 of the 50 jurisdictions shown in table 4, service accounted for 5–10 percent of total covered employment in 1938.

*Other industries.*—Delaware is the only State to show any sizable proportion of covered employment in the miscellaneous division designated as "other," which in that State reflects employment in holding companies and administrative offices. Another relatively important group in the miscellaneous division is "logging and lumber camps (not attached to sawmills) and logging contractors." In Maine and the western States, such activity constitutes most of the employment in this division.

### Major Industry Groups

When covered employment for 1938 is examined in terms of the 70 major industry groups of the Industrial Classification Code, more detail is disclosed on the types of covered employment which predominate in a State. Table 4 indicates that one or two industries rank first in a number of States. Interstate railroads occupied first place in the proportion of covered employment in 10

States and second place in 16.<sup>8</sup> All the Rocky Mountain and Southwestern States are included in these 26 States. Another leading industry group is food manufacturing which was first in 8 States and second in 10. Textiles ranked first in 9 States and second in 3; basic lumber first in 5 States and second in 2; and iron and steel first in 4 States and second in 3.

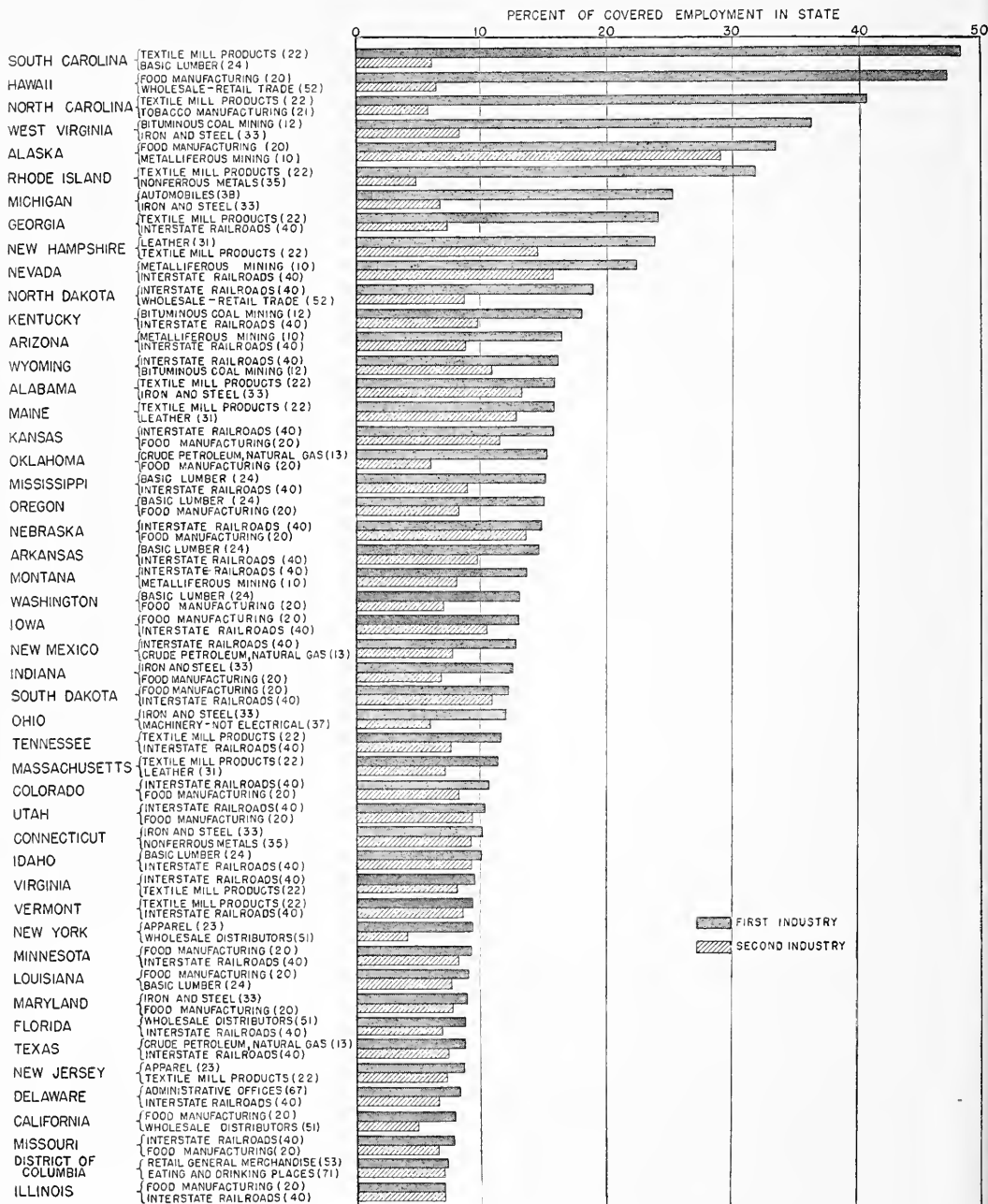
From the point of view of the unemployment compensation program, it is important to know how much of the covered employment in the State is in a few industries. When, for example, covered workers in a State are largely concentrated in one industry, such as textiles or mining, a marked and prolonged depression in that industry may result in a serious drain on State unemployment compensation funds and impose heavy burdens on administrative operations. Chart 3 shows this concentration for the two most important industries in the State. Alaska was the only jurisdiction which had more than 20 percent of its covered employment in each of two industries during 1938. Ten States had more than 20 percent in one industry. Textiles predominated in North Carolina, South Carolina, Rhode Island, and Georgia. Food manufacturing occupied first place in Alaska and Hawaii, bituminous coal in West Virginia, automobiles in Michigan, leather in New Hampshire, and metalliferous mining in Nevada.

At the bottom of the chart appear the States with less concentration in one industry. In 14 States less than 10 percent of the covered employment in 1938 was in the industry group which ranked first, and in these States the industry which occupied the second place was a relatively close second in importance.

When percentages are combined for the first 5 and first 10 industries for States which had low concentrations of employment in their 2 most important industries (chart 3) it is found that Delaware had 31 percent of its employment in the first 5 industries of the State and 51 percent in the first 10; Illinois had 32 percent in the first 5 and 49 percent in the first 10; Missouri had 31 percent in the first 5 industries and 50 percent in

<sup>8</sup> See footnote 7, p. 94. If interstate railroads were excluded, the array of first and second-ranking industries would give 8 additional places to retail general merchandise; 5 to food manufacturing; 3 to metalliferous mining; 2 to crude petroleum and natural-gas production; and 1 each to general contractors (other than building construction); basic lumber; chemicals; leather; stone, clay, and glass products; iron and steel; wholesale distributors; and eating and drinking places.



Chart 3.—Unemployment compensation: Percentage of average monthly covered employment in two leading industries of State, 50 States, 1938<sup>1</sup><sup>1</sup> See table 4, p. 87. Number following name of industry is code number for that industry group.



the first 10. New York and California had, respectively, 25 and 26 percent of covered employment in the first 5 industries, and both had 41 percent in the first 10.

The tabulation below lists the 10 jurisdictions which in 1938 had the greatest concentration of covered employment in the first 5 major industry groups and the 10 States which had the least concentration in the first 5:

State	Percent of average monthly covered employment in—	
	First 5 major industry groups	First 10 major industry groups
Alaska.....	77.3	86.3
South Carolina.....	65.5	75.6
Hawaii.....	62.1	72.4
West Virginia.....	62.0	73.9
North Carolina.....	59.8	73.0
Nevada.....	54.3	69.9
New Hampshire.....	51.5	64.2
Alabama.....	51.0	63.8
North Dakota.....	50.2	71.9
Rhode Island.....	49.6	63.6
Virginia.....	32.0	49.9
Florida.....	31.7	50.7
Ohio.....	31.7	47.4
Illinois.....	31.5	49.0
Missouri.....	31.3	49.7
Delaware <sup>1</sup> .....	31.2	51.0
Massachusetts.....	31.1	48.1
New Jersey.....	30.7	48.3
California.....	25.8	41.3
New York.....	24.9	41.4

<sup>1</sup> Administrative offices and holding companies combined represent first major industry group.

### Fluctuations in 1938

Industrial production in the first half of 1938 leveled off after the recession which began in 1937; in the latter half of 1938 there was a marked recovery movement. Thus the cyclical factor in 1938 was evident even though fluctuations were less marked than in 1937 or in 1939. Figures for 1938 employment and pay rolls reflect not only seasonal fluctuations but also the particular cyclical fluctuations which characterized the year. Since insufficient data are available in figures for a single year to determine and segregate seasonal variations in covered employment, the following discussion is limited to a statement of the differences between the highest and lowest months of employment for the various States.<sup>9</sup>

About half the States reporting show a variation of 10 percent or less from the high to the low month of covered employment—in 8 States there was a difference of 5 percent or less over the 12-

month period.<sup>10</sup> The latter group, headed by New Jersey, New York, and Illinois, consists largely of States in which manufacturing of a diversified character employs the largest number of covered workers. Kansas and Oklahoma, States in which a few stable industries dominate the employment pattern, are exceptions. A middle group of 17 States show 11–20 percent variation from the high to the low month of employment; 4 are New England States (Vermont, New Hampshire, Rhode Island, and Maine); 5 are Mountain States (Colorado, Utah, Arizona, Montana, and Nevada); and 2 are on the Pacific Coast (Washington and Oregon). In 6 States employment in the lowest month of the year was 22–24 percent less than that in the highest month. The marked seasonal variation in the activities in Florida probably accounts for its position in this group. Alaska with a variation of 74 percent stands alone; here too, the seasonal factor is important particularly in the fish canneries and mining activities which accounted for the major part of the fluctuation which occurred in covered employment.

The quarterly pattern of pay rolls in covered industries is somewhat different from the monthly pattern of employment described above. The differences in the two patterns are attributable largely to the fact that workers employed on a less than full-time basis as well as those working full time are included in the count of employment. As a result, the count of workers employed at any one time tends to fluctuate less than the aggregate earnings over the quarterly period. The fact that in most States 1938 figures for quarterly pay rolls show considerably greater fluctuations than those for employment would indicate that many covered workers were not fully employed.

Some States with comparatively little fluctuation in covered employment exhibited extreme variations in pay rolls; such variations were almost as sharp as the pay-roll variations in States with the maximum fluctuations in employment. Outstanding in this group of States were Connecticut, Indiana, and New Jersey. In general, the States with variations in employment ranging from 10 to 20 percent showed similar variations in pay rolls, although Delaware, Rhode Island, Vermont, and North Carolina had somewhat larger pay-roll fluctuations. Of the 7 States in which

<sup>9</sup> Excludes Massachusetts, New Mexico, Pennsylvania, and Virginia, for which complete data were not available, and Louisiana which changed its size-of-firm provision during the year.

<sup>10</sup> For data on employment by months, see Employment Security Memorandum No. 3, op. cit., Pt. II.



monthly employment varied more than 20 percent, all except Michigan had somewhat smaller payroll fluctuations.

Employment fluctuations in manufacturing tend to be greater than those in all covered employment.<sup>11</sup> Only 16 States had fluctuations of 10 percent or less in manufacturing employment compared to 21 States (excludes New York in addition to the 5 States listed in footnote 9, p. 97) for all covered employment; and while only 8 States varied more than 20 percent from

<sup>11</sup> The opposite was true in 6 States. In the District of Columbia, Arizona, and Nevada, this fact may be explained by the comparative unimportance of manufacturing and in Minnesota and Florida by the seasonality of all covered employment. In North Carolina, trade (which had only 16 percent of the covered employment of the State while manufacturing had 65 percent) showed a variation from high to low month of 28 percent, and this extreme movement made the fluctuation for all covered employment greater than that for manufacturing. For a tabulation of the percentage ratios of low to high month of employment and low to high quarter of pay rolls for the manufacturing division, see Employment Security Memorandum No. 6, op. cit., Pt. I, p. 22.

the high month to the low for all covered employment, 11 had a variation of more than 20 percent in manufacturing. From a similar comparison of high to low quarterly pay rolls in manufacturing it is evident that in most States the fluctuation in pay rolls is greater than that in employment. Only 4 States show the same ratios for employment and pay rolls, and in 12 the variation in pay rolls is less than that in employment.

It is evident from these comparisons that States vary widely in the extent to which employment and pay rolls fluctuate during a 12-month period. Industrial diversification, the stability of the leading businesses during periods of seasonal and cyclical change, and the extent to which the State is subject to extremes of the seasons are factors having an important bearing on these fluctuations and on the operations of the employment security program.



# Legislative Framework of Unemployment Compensation in 1939<sup>1</sup>

UNEMPLOYMENT COMPENSATION assumed a major role in the 1939 legislative sessions, which for most States were the first since benefit payments began. Of the 47 legislatures which met during the year,<sup>2</sup> all considered amendments to their unemployment compensation laws and in all—except Arizona and the District of Columbia—amendments ranging from minor changes to complete revision of their existing statutes were approved. The most significant amendments adopted revised the benefit structure in 41 jurisdictions. The only States which changed their laws without modifying benefit provisions were Pennsylvania which merely enacted an amendment necessitated by the passage of the Railroad Unemployment Insurance Act; Georgia which amended coverage provisions only; New Jersey which revised provisions relating to contributions and passed amendments to accord with the Railroad Unemployment Insurance Act; and Ohio which set up a new administrative agency, added a further employment exclusion, and amended its law to conform with the railroad act.

Although there was a trend toward liberalizing certain provisions such as the waiting period,<sup>3</sup> and a tendency toward increasing the severity of disqualifications, in general the amendments were designed primarily to simplify administration. Because of the interrelations of the various factors affecting the benefit formula and the varying wage and employment patterns among the States, evaluation of the actual effects of these changes in the benefit provisions, both on the benefit rights of covered workers and the cost to State funds, awaits experience and study.

Unemployment compensation in the United States is primarily a State responsibility. The Federal Government under the Social Security Act pays the administrative costs of the program and

allows a tax credit to employers in the State if the State law meets certain minimum requirements. These Federal requirements are designed to distinguish the unemployment compensation system from a relief measure, to safeguard finances and administration, and to prevent a breakdown of work standards. In this Federal-State system the fundamental elements of an unemployment compensation program—the groups to be protected and those to be excluded, the benefit rates, the duration of benefits, the conditions under which unemployed workers may receive benefits, and the administrative organization—are determined by the individual State.

Although there is considerable variation among the State laws on practically every phase of unemployment compensation, and the differences have been increased over the past year, in general the State unemployment compensation laws follow a similar pattern.

Not all types of work are covered. In about half the States employment for firms with less than eight workers is excluded, and domestic and agricultural service, employment in nonprofit institutions, self-employment, and certain other employments are in general exempt from coverage.

In all State unemployment compensation laws, a worker's benefit rights are dependent upon the earnings or the employment he has had in a past period of time, usually called the base period. In most States the base period is 4 or 8 quarters long, with a lag period of 1 or more quarters between the end of the base period and the time of initial determination of benefit rights.

Total unemployment is measured in units of a week, except in Texas where a 2-week period is used. Partial unemployment (usually defined as a week of less than full-time work in which the claimant earned less than his weekly benefit amount) is compensated in all except six States,<sup>4</sup> and in Massachusetts such benefits will be paid beginning with October 1940.

Weekly benefits are based on the previous wages of the individual worker and usually

<sup>1</sup> The present summary does not include legislative changes subsequent to 1939. For a more recent and detailed analysis, see current issue of *Comparison of State Unemployment Compensation Laws* published by the Bureau of Employment Security. For official text and interpretation of these laws consult the statute, decisions, opinions of the attorney general, and rules and regulations of the State.

<sup>2</sup> All jurisdictions except Kentucky, Louisiana, Mississippi, and Virginia met in legislative session.

<sup>3</sup> See pp. 145-148 for definitions.

<sup>4</sup> Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania.



amount to about half his full-time weekly wage. However, in most States the benefit rate is based on an approximation of the full-time wage. In most such cases the worker's benefit rate is computed directly as a fraction (from  $\frac{1}{10}$  to  $\frac{1}{20}$ ) of his wages earned during the quarter of his base period in which his earnings were the highest. The annual wage is the basis for benefits in a few States.

Benefits are uniform in duration for all workers in some States, but in most the duration is related to an individual worker's past wages or employment, with the further limitation that total benefits shall not exceed a specified amount. The most common limit is 16 times the weekly benefit amount.

Eligibility requirements in all but a few States are expressed in terms of a minimum amount earned in covered employment during a stated period. In the majority of States the wage qualification is a multiple of the weekly benefit amount. In several States the wage qualification is in flat amounts, ranging from \$100 to \$300. In these States the higher-paid workers can, of course, qualify for benefits in a shorter period of time than can lower-paid workers.

All States require a waiting period beginning with the filing of an initial claim and ending with the first day of a claimant's first compensable week. During this waiting period the claimant must meet certain requirements in order to be eligible for compensation during later weeks of unemployment. This period serves the administrative purpose of allowing time in which to process a claim and eliminates payments to claimants unemployed for brief periods. Waiting-period requirements vary from State to State, but nearly half the States require a single waiting period of 2 weeks in a benefit year.

Workers discharged for misconduct, those voluntarily leaving their jobs without good cause, those unemployed because of a labor dispute, and those who refuse to accept suitable work, as well as other groups in some States, are subject to disqualification. In most States when workers are disqualified their benefit payments are postponed until a time (usually from 1 to 6 or 9 weeks after the event) when the worker's unemployment is considered as occasioned by inability to find a job rather than due to its original cause. However, in some States disqualifications take the form of penalties such as provisions for reduction

in benefit rights or denial of benefits throughout the spell of unemployment.

### *Coverage*

About half the States have followed the coverage of the Federal Unemployment Tax Act<sup>5</sup> which applies to firms which have employed eight or more workers on some day in 20 different weeks during a year. The other half have covered smaller firms. During 1939 there was little change in the coverage of the State unemployment compensation laws. Size-of-firm provisions were changed only in Illinois which extended its law to cover employers of six or more workers rather than eight or more. Six other States,<sup>6</sup> all of which had covered employers of less than eight, changed their coverage provisions by basing them on the size of the employer's pay roll as well as the number of workers employed; eight States in all now use the two criteria. The new basis will further extend the unemployment compensation coverage in New Mexico and Utah<sup>7</sup> and will reduce it slightly in Montana and Wyoming.<sup>8</sup> The effect of such changes in Idaho and Nevada cannot be determined merely from the terms of the amendments.

Coverage has also been affected by new employment exclusions which vary considerably from State to State. While in the main they exclude small groups of workers such as employees of benevolent societies, civic groups, and students, large groups of workers were affected in Minnesota. In that State the law previously covered employment by an employer of one or more; such employment is now included only if within the limits of a city of 10,000 or more or if the employer is subject to the Federal Unemployment Tax Act.<sup>9</sup> A somewhat similar exclusion was added in Wisconsin, where groups of municipal and county employees had previously been covered. The law as amended now excludes all such workers from compulsory coverage except those employed by the municipal government in cities of 150,000 or more.

<sup>5</sup> Formerly title IX of the Social Security Act; employers in States with unemployment compensation laws approved by the Social Security Board may claim credit against the Federal tax—up to 90 percent of that tax—for contributions paid to State unemployment funds.

<sup>6</sup> Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming.

<sup>7</sup> By utilizing pay-roll bases which will obviously cover smaller firms than those covered previously.

<sup>8</sup> The size-of-firm basis previously used was retained, and a requirement as to the size of the employer's pay roll was added.

<sup>9</sup> A case contesting the constitutionality of this exclusion was dismissed by the State supreme court on jurisdictional grounds.



In addition, a definition of agricultural labor to correspond with that contained in the Federal Unemployment Tax Act will take effect in several States<sup>10</sup> in 1940, thereby excluding many workers in occupations relating to agriculture who were formerly covered. On the other hand, many State laws which contained a provision automatically extending coverage to employment taxed under the Federal act have now included employees of national banks in accordance with the 1939 amendments to the Social Security Act and Internal Revenue Code.<sup>11</sup>

### *Benefit Structure*

During 1939 the base period was shortened in 34 jurisdictions<sup>12</sup> from 2 or more years to 1, making a total of 39 which utilize a 1-year base period. Of these 34 jurisdictions, 12<sup>13</sup> adopted a uniform base period for all claimants. Thirty-five jurisdictions now use a single base period for determining qualifying earnings and benefit amount and duration. Twenty-four jurisdictions<sup>14</sup> have adopted a benefit year which begins with the week in which a valid claim is first filed. On the other hand, except for North Carolina all 12 jurisdictions which adopted a uniform base period likewise established a uniform benefit year which begins at a prescribed date regardless of the date on which an individual claim is filed.

Shortening the base period and utilizing a single period to determine eligibility requirements and benefit duration and amount have not only eliminated the necessity for the redeterminations required under the extensible base period, but have reduced the amount of administrative work involved in processing records necessary for benefit determination. The new definitions of the benefit year eliminate the necessity for redeterminations often required by the old definitions. Previously, the determination of a worker's bene-

fit rights was made when he first filed a claim. If, however, he returned to employment before he began to draw benefits no benefit year was actually begun and a new determination was needed when he again became unemployed.

Before their 1939 amendments most of the State laws provided for determining weekly benefit amounts on one of two bases—the worker's most recent actual full-time weekly wage or, if such full-time weekly wage was not readily determinable, by an alternative mathematical formula. By the end of 1939, however, the number of jurisdictions which used alternatives of this character as a basis for computing the weekly benefit amount had dropped from 38 to 10, and the number basing the weekly benefit amount solely on a single mathematical formula which is intended to approximate full-time weekly wages had increased from 10 to 34. In 26 of the States<sup>15</sup> which passed amendments during 1939, the weekly benefit amount is computed on the basis of a fraction of the individual's highest quarterly wage, on the theory that a quarter of highest earnings would approximate a period of full-time work. Eighteen States established a fraction higher than one-twenty-sixth of high-quarter earnings in order to compensate for some underemployment during the quarter. Of these 18, 8<sup>16</sup> adopted one-twentieth; 1,<sup>17</sup> one-twenty-third; 1,<sup>18</sup> one-twenty-fourth; 4,<sup>19</sup> one-twenty-fifth; and 4,<sup>20</sup> weighted schedules based on the highest quarterly wage. On the other hand, 4 States<sup>21</sup> abandoned the principle of relating benefits to full-time weekly wages and instead established tables in which the weekly benefit amount is computed on the basis of annual wages.

There is little evidence of liberalization in provisions for maximum benefits, although significant changes made with respect to minimum benefits should provide more adequate payments to eligible unemployed workers. The typical weekly maximum, found in 42 laws, is still \$15. Only 6 jurisdictions increased their maximum weekly benefit

<sup>10</sup> Alabama, Florida, Michigan, and Wisconsin.

<sup>11</sup> Public, No. 379, 76th Cong., 1st sess.

<sup>12</sup> Alabama, Alaska, Arkansas, California, Colorado, Connecticut, Delaware, Hawaii, Idaho, Kansas, Michigan, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Dakota, South Carolina, Tennessee, Texas, Vermont, Washington, Wyoming, and the 11 States listed in footnote below (not including New York).

<sup>13</sup> Illinois, Maine, Maryland, Massachusetts, New Hampshire, New York, North Carolina, Oregon, Rhode Island, South Dakota, Utah, and West Virginia. The New York law had previously provided alternative use of either a calendar-year base or an individual base period consisting of the first 4 of the 5 quarters preceding a compensable week.

<sup>14</sup> Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Iowa, Kansas, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, South Carolina, Tennessee, Texas, Vermont, Washington, and Wyoming.

<sup>15</sup> Alabama, Alaska, Arkansas, California, Connecticut, Delaware, Florida, Hawaii, Idaho, Illinois, Maryland, Massachusetts, Minnesota, Montana, Nevada, New Jersey, New Mexico, New York, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Utah, Washington, and Wyoming.

<sup>16</sup> Alaska, California, Florida, Illinois, Nevada, Oregon, Washington, and Wyoming.

<sup>17</sup> New York.

<sup>18</sup> Utah.

<sup>19</sup> Delaware, Hawaii, Minnesota, and Montana.

<sup>20</sup> Connecticut, Idaho, Massachusetts, and Rhode Island.

<sup>21</sup> Maine, North Carolina, South Dakota, and West Virginia.



above \$15, 4<sup>22</sup> raising it to \$16 and 2<sup>23</sup> to \$18. In all but 10 of the unemployment laws amended as to benefit structure during 1939, however, changes were made in the provisions relating to minimum benefits for total unemployment. These changes were in the direction of establishing flat minimum benefit amounts to eliminate writing small checks at relatively high administrative cost. Only 3 States which amended their laws during 1939 retained a variable minimum benefit amount according to which the lesser of a specified flat amount or three-fourths (or the whole) of the full-time weekly wage is determined to be the minimum.<sup>24</sup> At the beginning of the 1939 legislative sessions only 11 jurisdictions had flat minimum benefit amounts; by 1940 such minimums were established in 43. Eight jurisdictions<sup>25</sup> established a minimum of more than \$5, 15<sup>26</sup> provided a \$5 minimum and 11<sup>27</sup> adopted minimum benefit amounts ranging from \$1.50 to \$4. Previous to the 1939 legislative sessions, payments of less than \$5 for a week of total unemployment were possible under the laws of 43 jurisdictions; such payments are now possible in only 23.

<i>Minimum weekly benefit amount</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Flat minimum:	
\$1.50-\$4.....	1 15
\$5.....	1 18
\$6-\$10.....	10
Variable minimum.....	5
No minimum.....	3

<sup>1</sup> One State in the \$1.50-\$4 group and 2 in the \$5 group provide lower weekly benefit amounts, but do not make payments of less than a flat amount specified in the law.

Another administrative simplification is found in provisions for rounding the weekly benefit amount. Many States amended their laws to simplify check-writing by computing the weekly benefit amount at 50¢ or \$1 intervals.

Important among the interrelationships of various items in the structure of the benefit

formula is that of the base period and benefit duration, since most State laws contain a provision allowing maximum benefits equaling a multiple of the weekly benefit amount or a fraction of earnings in the base period, whichever is less. A reduction in the length of the base period, therefore, if not accompanied by a corresponding increase in the ratio of benefits to previous earnings will usually have the effect of reducing duration. Although 12 States<sup>28</sup> doubled the ratio of benefits to wages earned in the base period to compensate for the reduction in length of the period, 5 States<sup>29</sup> increased the ratio from 1:6 to only 1:4, 2<sup>30</sup> to 1:5, and 1<sup>31</sup> did not change the ratio at all.

When a limitation is imposed by ratio provisions duration is also limited by the maximum established in the law, ranging from 13 to 20 times the weekly benefit amount. No change in this overall maximum was made by any State which computes duration on the basis of a ratio of benefits to wages. Eight States joined Ohio in allowing all eligible claimants a uniform duration. In four of these States<sup>32</sup> the change liberalizes benefits and also simplifies procedures, since there is no longer need for computing ratios. In the remaining four,<sup>33</sup> however, the uniform duration is connected with computations of the weekly benefit amount on the basis of annual wages and represents only a shift in emphasis; in these States workers may get benefits for a longer period, but in lower weekly amounts.

Three States<sup>34</sup> adopted weighted schedules to compute duration with the result that lower-paid workers get proportionately more in total benefits than the higher-paid workers, and in two of these States the duration was made longer. Wisconsin increased its ratio of benefits from 1 benefit week for 4 weeks of employment to 1 benefit week for 3 weeks of employment and also increased from 26 to 68 weeks the period after the end of a job during which employment in that job may be used as a basis for benefits.

One other type of change was made to simplify

<sup>22</sup> Alaska, Illinois, Rhode Island, and Utah.  
<sup>23</sup> California and Idaho.

<sup>24</sup> Iowa, Georgia, and Vermont.

<sup>25</sup> California, Illinois, Massachusetts, Michigan, Oregon, Rhode Island, Washington, and Wisconsin.

<sup>26</sup> Alaska, Colorado, Connecticut, Idaho, Kansas, Maryland, Minnesota, Montana, Nebraska, Nevada, New Hampshire, North Dakota, Texas, Utah, and Wyoming. The Kansas and Minnesota laws provide a \$5 minimum for the payment of benefits, but use a different minimum for the purpose of determining eligibility.

<sup>27</sup> Alabama, Arkansas, Florida, Maine, Missouri, New Mexico, North Carolina, South Carolina, South Dakota, Tennessee, and West Virginia. The Missouri law provides a \$2 minimum for the payment of benefits, but uses a different minimum for the purpose of determining eligibility.

<sup>28</sup> Texas and Utah.

<sup>29</sup> Delaware.

<sup>30</sup> Montana, New York, South Carolina, and Tennessee.

<sup>31</sup> Maine, North Carolina, South Dakota, and West Virginia.

<sup>32</sup> California, Connecticut, and Rhode Island.

<sup>33</sup> Alabama, Alaska, Arkansas, Colorado, Kansas, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Vermont, and Washington.  
<sup>34</sup> Idaho, Illinois, Maryland, and Wyoming; Michigan also has this ratio if base-period earnings are more than \$800, but a somewhat higher ratio for smaller earnings.



the computation of duration. Before 1939 most States had set \$390 a quarter as the maximum wages which could be used in computing duration, hence total benefits were limited by quarterly wages as well as by total wages. Of the 23 jurisdictions which had such a limitation and which amended their duration provisions, only 5 retained the limitation on the amount of quarterly wages which may be credited.

<i>Duration of benefits</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
<b>Uniform duration:</b>	
16 times weekly benefit amount.....	6
14 " " " " .....	2
13 " " " " .....	1
<b>Variable duration:</b>	
$\frac{1}{2}$ of wages earned in 1 year (or $\frac{1}{4}$ of wages earned in 2 years), but not more than—	
20 times weekly benefit amount.....	12
18 " " " " .....	2
16 " " " " .....	12
15 " " " " .....	2
14 " " " " .....	3
12 " " " " .....	21
$\frac{1}{4}$ of wages earned in 1 year (or $\frac{1}{8}$ of wages earned in 2 years), but not more than—	
17 times weekly benefit amount.....	1
16 " " " " .....	3
14 " " " " .....	1
13 " " " " .....	1
$\frac{1}{8}$ of wages earned in 1 year, but not more than 16 times weekly benefit amount.....	2
$\frac{1}{8}$ of wages earned in 1 year, but not more than—	
16 times weekly benefit amount.....	25
13 " " " " .....	1
16 percent of wages earned in 5 quar- ters, but not more than 15 times weekly benefit amount.....	1
<b>Schedule weighted for lower-paid workers:</b>	
With no other maximum.....	2
Not more than 13 times weekly benefit amount.....	1
1 week's benefits to 3 weeks of employment in specified past period.....	2

<sup>1</sup> State provides a ratio of 30 percent instead of  $\frac{1}{8}$ .

<sup>2</sup> State in each group provides a ratio of 16 percent instead of  $\frac{1}{8}$  in 1 year,  $\frac{1}{4}$  in 2 years.

## Partial Unemployment

Two States<sup>35</sup> which previously had no provision to pay benefits for partial unemployment, adopted such provisions in 1939, leaving 5<sup>36</sup> jurisdictions which still do not cover this type of unemploy-

ment. Previously, in many States, a worker was considered totally unemployed and received his weekly benefit amount if he had no earnings from his regular job and his earnings from odd jobs did not amount to more than \$3. On the other hand, he was considered partially unemployed if his earnings in a week were less than a sum which was somewhat greater than his weekly benefit amount (usually \$2 or 20 percent more), and the benefit paid him was either the difference between his earnings and such a sum, or the difference between a fraction of his earnings (such as  $\frac{1}{2}$ ) and his weekly benefit amount. As in total unemployment, earnings from odd jobs which amounted to \$3 or less were disregarded both in determining whether a worker was partially unemployed and in computing his benefit for a week of partial unemployment. Only 11 States whose legislatures passed amendments in 1939 retained formulas similar to that outlined.<sup>37</sup> By 1940, 17 States<sup>38</sup> had adopted a definition of unemployment which makes no legal distinction between partial and total unemployment but makes it possible for the State to differentiate types of unemployment by regulation and through procedures. All except one of the States which adopted a definition of unemployment specify that an individual is entitled to benefits for any week of less than full-time work if his earnings fall below his weekly benefit amount.<sup>39</sup> However, most of these States specify that the benefits paid for unemployment shall be computed by excluding from consideration the first \$2 or \$3 of earnings from any source and the benefit shall amount to the difference between the remainder of earnings and the weekly benefit amount. Eight other States, which did not adopt a definition of unemployment, revised their laws to achieve a somewhat similar result in their definition of partial unemployment and partial benefits.<sup>40</sup> By the end of the 1939 legislative sessions a total of 31 States compensated for partial unemployment when earnings fell below the weekly benefit amount. The other 14 States had provisions which differed in various ways.

<sup>37</sup> Arkansas, Delaware, Iowa, Kansas, Missouri, New Hampshire, North Carolina, Ohio, Oklahoma, Texas, and Vermont.

<sup>38</sup> Alaska, California, Delaware, Hawaii, Illinois, Maryland, Minnesota, Nebraska, Nevada, New Mexico, North Dakota, Oregon, South Carolina, South Dakota, Tennessee, Washington, and Wyoming.

<sup>39</sup> In Delaware a worker is considered unemployed when his week's wages fall below \$2 more than his weekly benefit amount.

<sup>40</sup> Alabama, Colorado, Florida, Idaho, Maine, Massachusetts, Rhode Island, and Utah.

<sup>35</sup> Massachusetts and Nebraska.

<sup>36</sup> Mississippi, Montana, New Jersey, New York, and Pennsylvania. Massachusetts will begin to pay partial benefits in October 1940.



In addition most States removed the distinction between odd-job earnings and earnings from regular employment as a basis for determining whether an individual is partially unemployed as well as for computing partial benefits. During 1938, 36 States excluded odd-job earnings; by the end of 1939 only 18 States—including several whose legislatures had not met during the year—had such a provision.

In a few instances there have been changes in the unit of time by which partial unemployment is measured. Texas now uses a 2-week period as the unit for measuring both total and partial unemployment, and West Virginia adopted a period consisting of a calendar quarter for partial unemployment. In addition, the administrative agency in Colorado is permitted by law to use a pay-period basis for partial unemployment, and in Indiana a pay period longer than a week is used in computing benefits for partial unemployment. On the other hand, in Michigan, where a monthly basis for partial unemployment was formerly used exclusively, the law was amended to allow the administrative agency discretion in computing on a weekly or monthly basis. In practice, most payments in that State are now computed on a weekly basis.

### Eligibility

Two trends are evident in the amendments relating to the eligibility for benefits expressed in terms of wages earned in prior periods: The requirements were raised materially and there was a noticeable shift to the use of a flat earnings requirement from one related to the weekly benefit amount.

The amount of earnings required for eligibility was changed in 32 jurisdictions. At the beginning of 1939 no jurisdiction required qualifying wages of more than 24 times the weekly benefit amount. At the end of the year, 18<sup>41</sup> had increased such requirements to 25-60 times the weekly benefit amount, with 30 the most common multiple adopted. In States in which the wage qualification is expressed as a multiple of the weekly benefit amount, eligibility of lower-paid workers has been restricted by two other factors: first,

the adoption of flat minimum weekly benefit amounts and second, additional requirements of a minimum amount of earnings in a quarter. Ten States which increased their wage qualifications at the same time raised their minimum benefits to at least \$5,<sup>42</sup> thereby probably excluding some low-paid workers as well as workers with somewhat higher wages but with little employment. Two of these States and 4 others,<sup>43</sup> all with increased earnings requirements, do not pay benefits unless the worker has earned from \$37.50 to \$78 in a single quarter, as well as a specified multiple of the weekly benefit amount during the year. It is thus possible that workers with steady employment cannot qualify for benefits if their wage levels have been very low.

The number of States which require a flat amount of qualifying earnings increased from 6 to 15; the amounts required range from \$100 to \$300. It is impossible to determine without special study whether the use of a flat qualifying wage in a particular State represents a decrease or an increase in the strictness of the eligibility condition.

<i>Wage or employment qualifications</i>	<i>Number of laws with provision as of Jan. 1, 1940</i>
Multiple of weekly benefit amount:	
16 times or less.....	13
24-30 times.....	16
More than 30 times.....	4
Flat requirement for any claimant:	
\$100-\$150.....	6
\$200 or more.....	9
Based on employment, instead of wages.....	3

Waiting-period provisions were amended by 34 jurisdictions. Of these, 24<sup>44</sup> adopted a single waiting period of 2 weeks within the benefit year, and 6<sup>45</sup> adopted 3 weeks within the benefit year. Inasmuch as the common requirement until 1939 was a waiting period of 2 weeks in the 13 preceding the week for which benefits were claimed—with a maximum either of 5 weeks in 65 or 3 additional weeks in the benefit year following—amendments of this character definitely reduced the waiting period and simplified administrative processes.

<sup>41</sup> Alaska, Colorado, Idaho, Massachusetts, Maryland, Montana, Nebraska, North Dakota, Utah, and Wyoming.

<sup>42</sup> Alabama, Idaho, Minnesota, New Mexico, South Carolina, and Wyoming.

<sup>43</sup> Alaska, California, Colorado, Delaware, Florida, Hawaii, Illinois, Iowa, Maine, Maryland, Massachusetts, Minnesota, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Rhode Island, South Carolina, Tennessee, Utah, Washington, and Wyoming.

<sup>44</sup> Alabama, New York, Oregon, South Dakota, Vermont, and West Virginia.

<sup>45</sup> Alabama, Alaska, Colorado, Florida, Idaho, Maryland, Massachusetts, Minnesota, Montana, Nebraska, New Mexico, New York, North Dakota, South Carolina, Tennessee, Utah, Vermont, and Wyoming. Of these 18 States, Florida's provision requires earnings of 60 times the weekly benefit amount in a 2-year period, while all the other States require earnings in 4 quarters.



Furthermore, whereas before 1939 only 1 State counted a week of partial unemployment as equivalent to a week of total unemployment for waiting-period purposes, now 24 States count such weeks as equivalent.

### Disqualifications

Disqualifications have been made more severe in most of the States which amended their laws in this respect. In addition to postponement of benefits, workers in nine States <sup>46</sup> which previously had no such provision now incur a reduction in their benefit rights for voluntary leaving, discharge for misconduct, or refusal of suitable work. New disqualifications have also been applied to married women, to workers who have been suspended for disciplinary reasons, to those who have falsified claims, and to certain other groups.

The disqualification for voluntary leaving without good cause was increased in 13 States, <sup>47</sup> including 4 <sup>48</sup> which now refuse benefits for the duration of the resulting unemployment, 1 <sup>49</sup> which cancels benefit rights earned from the employer whom the worker left, and 5 <sup>50</sup> which authorize a reduction in benefit duration. The disqualification for discharge because of misconduct has been made more severe in 12 jurisdictions; <sup>51</sup> 2 States <sup>52</sup> extended disqualification for this cause to the entire period of unemployment, 7 <sup>53</sup> reduced benefit duration in addition to the usual postponement of benefits, 1 <sup>54</sup> canceled wage credits earned in the employ of the firm from which the worker was discharged, and 1 <sup>55</sup> canceled all wage credits if the misconduct was unlawful or gross and willful. One State (Massachusetts), however, eliminated the disqualification for misconduct; Pennsylvania also has no such disqualification.

More severe disqualifications for refusal of suitable work were imposed by nine legislatures during 1939. Amendments in three States <sup>56</sup>

deny benefits for the duration of the claimant's unemployment after such refusal; in five, <sup>57</sup> such amendments reduce the duration of benefits in addition to postponement, and in Wisconsin cancel all wage credits of workers who refuse suitable work without good cause and permit the unemployment compensation agency to postpone benefits for not more than 3 weeks even though there is good cause for the refusal.

Eight States in 1939 changed their provisions regarding labor disputes. Alaska and Tennessee limited the period of disqualification for this cause to 4 or 6 weeks. Five other States broadened the disqualification, four <sup>58</sup> by applying it to unemployment caused by a labor dispute in active progress, whether or not there has been a stoppage of work, and one (Oklahoma) to unemployment caused by a labor dispute, whether or not the dispute is still in progress.

### Type of Fund

There was some shift in the type of fund established for State unemployment compensation programs. Four States <sup>59</sup> with pooled funds substituted a study of experience rating for provisions under which an experience rating system specified in the law was due to become effective in the near future. On the other hand, Hawaii and Massachusetts, which formerly had no provisions for experience rating, amended their laws to provide for rating employers, and North Carolina changed from a pooled fund without experience rating to an employer-reserve system with partial pooling. Vermont, which had formerly allowed employers to choose whether their contributions should be credited to an individual reserve account or to a pooled account, established reserve accounts for all employers, with a partial pool of 0.54 percent of wages. Indiana, which has always had an employer-reserve system with a partial pool, reduced the proportion of contributions to the pool from one-sixth to one-twentieth. Oregon changed from an employer-reserve fund with a partial pool to a pooled fund with experience rating.

### Experience Rating

Until the 1939 legislative sessions, all the experience rating plans which had been adopted

<sup>46</sup> Florida, Iowa, Kansas, Maine, Nebraska, New Hampshire, South Carolina, South Dakota, and Texas.

<sup>47</sup> Florida, Hawaii, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, South Carolina, South Dakota, Texas, and Vermont.

<sup>48</sup> Hawaii, Iowa, Massachusetts, and Minnesota.

<sup>49</sup> South Dakota.

<sup>50</sup> Florida, Kansas, Maine, Missouri, and South Carolina. In Florida and South Carolina the reduction is not mandatory.

<sup>51</sup> Florida, Hawaii, Iowa, Kansas, Maine, Minnesota, Nebraska, New Hampshire, South Carolina, South Dakota, Texas, and Vermont.

<sup>52</sup> Hawaii and Minnesota.

<sup>53</sup> Florida, Iowa, Kansas, Maine, New Hampshire, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

<sup>54</sup> South Dakota.

<sup>55</sup> Nebraska.

<sup>56</sup> Iowa, Nebraska, and South Dakota.

<sup>57</sup> Florida, Kansas, Maine, South Carolina, and Texas. In Florida and South Carolina the reduction is not mandatory.

<sup>58</sup> Florida, Idaho, Oregon, and South Carolina.

<sup>59</sup> Alabama, Idaho, Montana, and Washington.



required that variations in contribution rates be calculated on the basis of benefits charged to employers' accounts. Although these plans differed in the detailed methods of charging, all provided that the actual benefit payments be charged against the accounts of the employer or employers for whom the individual previously worked. During 1939, in addition to numerous detailed changes which permitted simplification of the charging procedures, amendments were passed in six States<sup>60</sup> which call for measurement of employers' experience in terms of factors other than benefit payments.

Five States adopted a plan commonly known as the "Cliffe Plan," whereby a claimant's base-period wages are charged against the employers from whom such wages were earned at the time the worker receives his first<sup>61</sup> benefit check. The amount of the charge does not reflect actual duration of benefits. Contribution rates are assigned

<sup>60</sup> Connecticut, Delaware, Illinois, Massachusetts, Minnesota, and Texas.

<sup>61</sup> In Illinois such charges are made at the time of the second rather than the first payment.

to employers by correlating the ratio of the total amount of charged base-period wages to the employer's annual pay roll with a State experience factor derived from the ratio of the total benefits paid during the year throughout the State to the total base-period wages charged to all employers during the year. In Delaware and Texas the rate structure is intended to replenish, each year, the approximate amount of benefits paid in the previous year, and in Illinois and Massachusetts the rate is also modified by the condition of the fund. The rate structure in Minnesota is devised to produce a given average annual yield which will vary from year to year according to the condition of the fund.

The compensable separations plan, adopted by Connecticut, provides that the employer is charged with the weekly benefit amount of each worker who was separated from him and received benefits without regard to the duration of such benefits. The contribution rates in this State are fixed to provide an average annual yield of a little more than 2 percent of covered pay rolls.



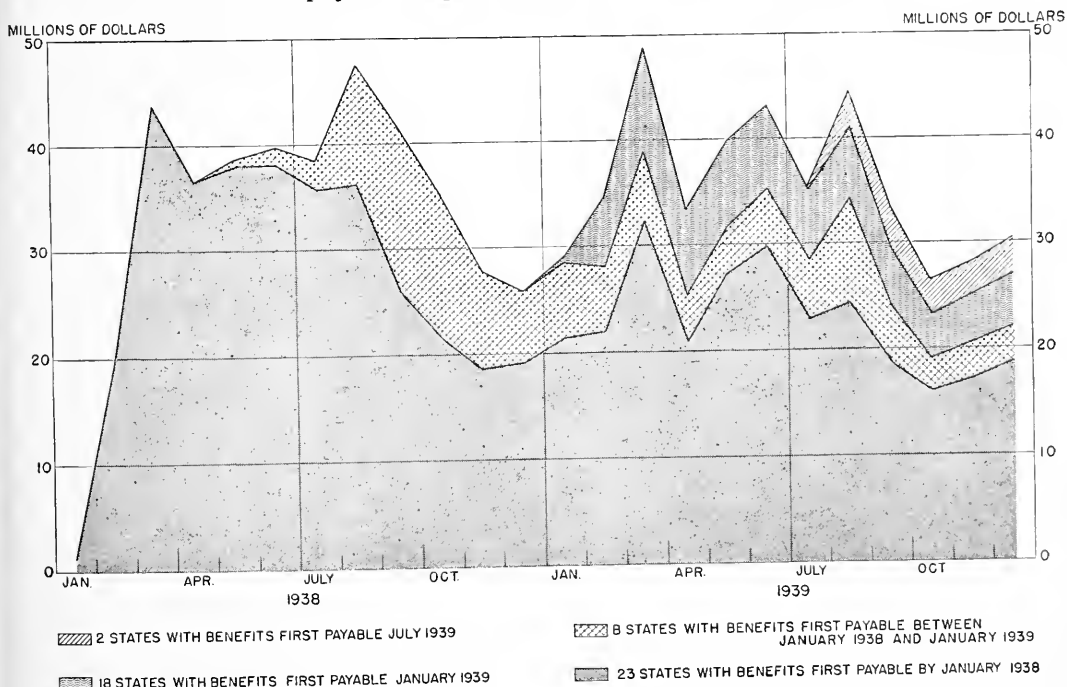
# Unemployment Benefits, 1939

THE YEAR 1939 witnessed the initiation of benefit payments in 20 States which had paid no benefits in 1938, thus rounding out the unemployment compensation program in all States, the District of Columbia, Alaska, and Hawaii. The experience of States which had paid benefits throughout 1938 provided opportunities for States which initiated benefit payments in 1939 to modify legislation and procedures in advance of benefit operations. In addition, many of the States which had paid benefits in 1938 found it desirable to revise procedures in the interests of efficient operation. As a consequence, the benefit payment operations of State agencies represented a considerable improvement from an administrative standpoint over those of 1938. In several instances, the fact that legislatures were in session made it possible to modify certain aspects of the unemployment compensation legislation, and the agencies for the most part took advantage of this situation to effect desired

changes. In addition to these changes designed to expedite administration of unemployment compensation legislation, a few States liberalized their laws in order to make the unemployment insurance program in those areas more effective.

Nearly \$430 million in benefits was paid in 1939 under the laws of the 48 States, the District of Columbia, Alaska, and Hawaii (table 11). This amount represented a full calendar year of benefit operations for 49 jurisdictions, although in 18, which began benefit operations for the first time in January 1939, waiting-period requirements and administrative factors resulted in the payment of comparatively negligible amounts in the first month of the year. In Illinois and Montana, 1939 payments represent only 6 months of operation; benefits in these States were not payable until July and, as in other jurisdictions initiating benefit payments, only comparatively small amounts were disbursed in the first month.

Chart 4.—Unemployment compensation: Amount of benefit payments, 1938-39<sup>1</sup>



<sup>1</sup> See tables 11 and 15, pp. 116 and 122.



Comparisons of 1939 with 1938 data should take into account not only the beginning of benefit payments in additional jurisdictions and the limitations surrounding the first month of benefit operations in a State, but also the effect of the Railroad Unemployment Insurance Act and the effect of amended procedures and legislation on payments in individual States. On July 1, 1939, employees of interstate railroads and certain of their subsidiaries were transferred from coverage by State unemployment compensation programs to the railroad unemployment insurance system, a Federal program administered by the Railroad

Retirement Board. (See chart 3, p. 96, and table 4, p. 87, for data on the relative importance of interstate railroads in the industrial activities of the States.) The only unemployment benefits paid to these workers under State laws after the transfer were delayed payments compensating for unemployment occurring prior to July 1, 1939.

Subject to these main qualifications, comparisons between these years are significant. While total payments in 1939 represented an increase of \$33.4 million over 1938, for the 23 jurisdictions in which benefits were payable throughout both years

Table 5.—Unemployment compensation: Initial claims<sup>1</sup> received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	29,764,758	1,238,064	687,777	656,440	1,062,674	823,488	841,018	978,015	2,708,954	2,566,386	680,767	701,413	819,762
Alabama.....	105,642	11,245	5,367	6,002	6,379	7,647	11,810	13,913	12,428	7,654	7,994	8,465	6,738
Alaska.....	4,063	1,068	222	535	290	172	181	46	239	223	461	262	264
Arizona.....	26,964	2,331	2,457	2,177	2,685	2,065	1,916	2,111	2,790	1,709	2,190	2,444	2,089
Arkansas.....	80,549	16,137	8,405	6,304	8,602	5,739	3,976	7,045	4,819	3,571	4,666	5,393	5,892
California.....	740,860	74,158	74,186	61,864	55,070	55,524	53,219	54,150	52,488	48,714	63,891	75,690	71,901
Colorado.....	70,578	20,139	5,365	7,304	6,113	4,973	3,852	3,878	3,417	3,244	3,571	3,762	4,960
Connecticut.....	154,055	19,805	9,709	9,712	16,657	14,079	8,025	17,466	11,539	9,194	9,786	11,912	16,171
Delaware.....	21,488	6,519	2,169	1,423	579	1,274	1,281	1,105	1,436	1,119	1,525	2,318	1,300
District of Columbia.....	23,298	3,875	2,437	1,835	1,428	1,530	1,510	1,564	1,586	1,560	1,734	2,132	2,132
Florida.....	116,528	14,338	8,347	5,577	8,295	11,947	11,943	17,210	10,844	6,193	6,575	6,290	8,969
Georgia.....	140,893	19,494	14,859	10,168	11,273	13,531	12,735	12,923	10,473	8,033	9,137	9,639	8,628
Hawaii <sup>2</sup> .....	8,265	721	532	732	494	510	619	442	445	875	1,309	863	723
Idaho.....	30,602	5,355	3,051	3,637	2,234	1,623	1,409	1,476	1,355	1,102	1,834	2,835	4,061
Illinois <sup>3</sup> .....	453,390	129,392	11,209	6,707	5,832	11,688	12,059	13,935	127,085	70,274	59,929	66,117	70,516
Indiana <sup>3</sup> .....	129,392	11,209	6,707	5,832	11,688	12,059	13,935	127,085	70,274	59,929	66,117	70,516	70,516
Iowa.....	95,207	15,481	8,525	7,891	6,567	6,880	6,166	7,150	6,273	5,037	6,042	7,807	9,454
Kansas.....	73,051	19,513	7,639	6,663	6,460	4,768	3,716	3,809	4,199	3,471	3,821	4,268	4,734
Kentucky <sup>3</sup> .....	142,830	30,221	15,374	13,388	41,844	8,942	6,834	5,531	4,360	3,382	3,489	4,024	5,541
Louisiana.....	132,917	16,794	10,029	9,208	12,888	9,406	9,684	11,660	11,163	9,829	10,396	10,537	11,323
Maine.....	104,037	12,758	8,522	12,296	14,005	10,582	8,365	7,176	5,083	5,085	5,979	7,224	6,962
Maryland <sup>3</sup> .....	101,708	10,179	10,909	14,734	16,329	9,329	6,988	6,749	8,223	3,503	3,823	5,061	5,800
Massachusetts.....	515,332	42,990	30,633	36,434	49,079	51,718	48,572	40,367	41,070	38,790	41,454	44,065	49,421
Michigan.....	821,849	39,219	38,477	40,743	39,870	74,248	173,891	149,997	77,733	32,812	85,025	33,895	36,233
Minnesota.....	103,002	20,190	14,455	11,522	9,618	7,315	4,881	4,864	4,561	4,319	5,395	6,576	9,306
Mississippi.....	61,649	8,395	5,595	3,969	4,620	4,588	3,992	4,606	4,871	3,589	5,084	6,215	6,128
Missouri.....	198,670	41,740	15,838	11,228	16,473	13,832	13,436	14,786	12,638	10,923	16,305	15,848	15,623
Montana <sup>3</sup> .....	18,672	14,740	4,414	5,445	3,644	2,532	2,198	1,830	1,676	1,363	2,146	2,323	3,030
Nebraska.....	45,341	2,631	1,061	813	893	664	940	1,006	1,032	999	1,180	1,364	1,372
Nevada.....	39,300	2,682	2,101	3,445	3,527	3,607	1,724	5,760	3,074	3,342	3,392	3,297	3,349
New Hampshire.....	39,300	2,682	2,101	3,445	3,527	3,607	1,724	5,760	3,074	3,342	3,392	3,297	3,349
New Jersey <sup>3</sup> .....	375,775	98,630	27,453	24,448	27,103	24,378	23,988	20,896	15,637	14,311	26,450	28,965	43,516
New Mexico.....	36,097	3,083	2,014	2,412	2,733	3,094	3,610	3,779	3,406	2,771	3,167	2,977	3,051
New York.....	1,860,542	213,901	104,211	93,584	305,571	186,301	171,221	143,041	112,218	109,815	125,098	141,932	153,349
North Carolina.....	263,429	38,824	27,028	22,176	26,048	29,003	22,738	19,868	12,712	20,193	10,925	13,290	20,124
North Dakota.....	11,327	4,211	1,277	1,630	786	475	446	329	341	302	447	699	784
Ohio.....	361,044	119,213	26,599	21,835	40,843	29,846	25,485	18,227	16,476	14,075	14,179	16,444	17,022
Oklahoma.....	102,672	15,350	11,623	10,068	8,203	10,041	10,146	10,903	8,961	6,417	8,322	7,954	8,002
Oregon.....	125,202	9,905	6,074	8,092	8,303	8,046	10,146	10,903	8,961	6,417	8,322	7,954	8,002
Pennsylvania <sup>3</sup> .....	618,631	46,938	52,350	57,254	113,729	69,370	63,295	58,635	46,209	32,726	25,089	29,738	53,296
Rhode Island.....	166,536	16,559	10,679	16,748	29,091	15,451	13,453	12,091	12,387	9,787	7,505	9,173	13,879
South Carolina <sup>3</sup> .....	113,623	17,610	6,682	9,679	8,737	8,515	9,387	19,580	11,720	6,745	4,881	4,672	5,415
South Dakota.....	211,377	3,689	1,099	1,263	616	811	658	2,401	( <sup>3</sup> )	2,170	923	805	1,032
Tennessee.....	220,412	13,127	8,128	8,275	13,804	8,789	6,242	6,397	6,606	6,238	7,813	9,954	8,002
Texas.....	275,806	25,028	25,042	20,330	22,711	21,952	20,600	21,284	22,078	17,508	21,044	23,643	22,184
Utah.....	48,453	7,913	4,605	4,903	5,200	3,537	4,694	3,940	2,534	2,044	2,252	2,907	3,924
Vermont.....	21,323	2,418	2,180	2,262	2,146	1,139	1,032	1,233	2,049	1,413	1,101	1,371	3,209
Virginia.....	125,860	13,708	10,635	11,295	12,121	23,986	9,195	8,253	6,968	5,265	6,853	7,534	10,047
Washington.....	138,753	49,277	16,100	12,793	13,289	7,592	5,295	4,917	4,787	4,248	5,583	6,939	7,953
West Virginia.....	207,440	16,296	12,521	13,143	48,882	19,682	8,486	47,233	19,014	4,836	5,878	5,301	6,073
Wisconsin <sup>3</sup> .....	155,364	18,677	11,536	12,663	11,972	11,190	12,923	10,546	10,806	10,251	13,228	12,526	19,116
Wyoming.....	21,275	5,489	1,956	1,126	3,262	1,173	1,170	1,030	875	765	975	1,306	2,118

<sup>1</sup> See pp. 145-146 for definitions of claims.

<sup>2</sup> South Dakota agency suspended operations July 28-Sept. 26.

<sup>3</sup> Excludes additional claims.

<sup>4</sup> Benefits first payable July 1939.

<sup>5</sup> Excludes additional claims for January-September.

<sup>6</sup> Excludes claims for partial unemployment.



the amount paid during 1939 was, as a whole, 18 percent lower than for 1938 (table 15, p. 122). Disbursements were lower in all but 3<sup>1</sup> of these jurisdictions and 7<sup>2</sup> reported declines of 43 percent or more. In Michigan, in which benefits were first payable in July 1938, the total amount of payments in the 12 months of 1939 was less than the total for the latter half of 1938. Chart 4 indicates the trend in amount of benefit payments by months since January 1938. Data for the 23

jurisdictions which have had 2 years or more of benefit-paying experience show March as the peak month for benefit payments in those jurisdictions for 1939; pronounced, but lower, peaks for the year were also reached in June and August.

About \$21 million or 5 percent of the total disbursements during the year represented compensation for partial and part-total unemployment.<sup>3</sup> Several States did not participate in payments for either of these types of unemployment; Massachusetts, Montana, New Jersey, New York, and Pennsylvania did not compensate for partial or

<sup>1</sup> California, Louisiana, and Texas. The increase in each of these States is largely attributable to changes in the State laws.

<sup>2</sup> West Virginia, Wisconsin, Connecticut, Alabama, North Carolina, Maryland, and New Hampshire.

<sup>3</sup> See p. 147 for definitions and table 15, p. 122.

Table 6.—Unemployment compensation: Continued claims<sup>1</sup> received in local offices, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	5,563,762	4,362,968	4,664,028	4,946,670	5,125,739	6,078,138	5,328,551	5,161,056	5,337,701	3,970,465	3,534,211	3,819,861	4,204,374
Alabama	913,536	82,797	76,316	79,840	74,754	58,160	83,932	87,462	89,941	71,970	58,718	60,300	57,346
Alaska	22,369	1,785	1,685	4,202	3,505	2,002	1,594	524	1,777	12,824	1,333	1,823	2,101
Arizona	181,972	16,754	16,926	17,940	16,193	16,751	13,506	14,175	16,162	12,525	13,229	13,505	14,597
Arkansas	443,327	24,492	46,024	53,955	44,408	45,207	41,108	37,913	35,883	28,330	25,315	27,639	33,053
California	9,941,800	464,441	472,310	526,378	426,248	439,568	386,253	348,938	350,183	297,081	332,328	421,057	477,015
Colorado	440,576	31,281	48,864	57,156	53,020	50,647	45,879	34,177	31,000	20,899	19,040	21,020	27,593
Connecticut	751,640	91,505	78,895	67,378	65,311	69,566	60,281	67,615	71,040	50,949	39,923	40,201	49,486
Delaware	102,240	2,953	12,578	13,511	9,140	9,229	9,223	7,956	8,794	7,948	7,227	6,384	7,297
District of Columbia	263,208	36,173	32,765	32,979	23,537	21,107	17,053	16,453	17,434	15,521	15,257	16,940	17,989
Florida	742,552	27,170	41,926	44,475	35,964	51,034	67,347	85,545	120,484	94,361	69,750	53,731	50,765
Georgia	788,965	24,123	67,052	81,395	67,289	80,207	78,783	77,903	82,899	65,826	54,938	54,833	53,717
Hawaii	34,318	69	770	1,616	2,251	3,054	3,369	2,653	2,551	2,903	4,663	5,176	5,243
Idaho	268,270	48,570	47,436	50,062	31,836	19,446	11,923	9,652	8,884	6,965	6,769	9,758	16,379
Illinois	1,971,663							220,187	425,546	378,304	317,098	318,635	311,893
Indiana	1,400,486	202,734	164,804	141,280	106,863	112,486	126,254	120,127	129,947	77,105	63,681	81,130	74,075
Iowa	818,025	139,339	123,676	117,610	75,632	61,152	55,330	47,424	48,753	36,063	29,606	32,531	46,509
Kansas	393,543	31,756	52,226	60,709	44,177	37,029	29,844	20,567	24,375	22,752	21,412	21,715	26,081
Kentucky	838,776	41,610	69,954	104,814	137,442	170,001	163,968	84,273	74,661	61,047	49,901	43,972	42,838
Louisiana	922,262	93,657	94,301	86,553	86,164	94,719	82,168	74,246	77,412	69,230	53,544	53,681	56,587
Maine	656,699	80,283	63,955	68,938	72,416	78,695	62,418	40,203	31,872	32,732	35,750	41,344	48,093
Maryland	994,212	145,733	117,620	93,247	85,478	93,520	82,408	77,867	81,172	56,787	48,227	53,959	58,194
Massachusetts	2,423,993	205,197	178,259	193,734	187,763	254,726	227,055	216,588	213,564	176,935	183,028	186,617	200,487
Michigan	2,992,103	285,269	332,110	224,949	173,537	195,437	242,215	335,133	350,970	243,886	183,303	185,658	153,136
Minnesota	1,049,275	141,499	140,215	175,727	115,966	79,814	60,156	51,650	53,246	51,083	48,488	53,713	77,143
Mississippi	362,568	54,545	47,034	38,585	24,846	26,934	24,308	23,306	26,204	19,239	19,669	25,794	32,013
Missouri	1,188,282	61,817	116,318	124,419	95,719	106,789	104,705	91,953	100,924	84,575	91,577	106,790	102,516
Montana	91,221							7,698	12,973	13,767	15,292	17,927	23,564
Nebraska	236,177	27,174	38,408	35,965	25,033	19,437	12,710	10,662	10,652	8,805	9,748	11,417	16,166
Nevada	73,145	2,147	7,202	8,392	7,194	7,517	6,574	5,361	5,368	5,077	4,882	6,280	7,151
New Hampshire	318,484	25,277	20,319	26,153	31,284	37,107	33,906	20,426	19,750	21,590	22,992	26,923	32,757
New Jersey	2,252,818	184,343	269,380	264,014	205,356	228,460	192,758	190,650	169,801	124,252	123,807	134,937	164,960
New Mexico	176,399	8,032	10,040	19,579	18,004	15,502	18,815	14,828	17,001	15,158	13,081	12,684	13,675
New York	7,208,000	(9)	(9)	(9)	836,381	1,88,879	1,106,602	926,534	749,722	546,772	562,441	629,017	661,620
North Carolina	1,280,183	162,537	148,558	130,790	107,491	122,994	130,482	121,163	93,188	73,477	70,179	52,986	62,338
North Dakota	83,239	8,982	13,725	13,969	10,364	7,722	5,301	4,308	3,431	2,789	3,492	4,663	5,093
Ohio	3,698,892	156,819	400,844	418,388	408,906	447,060	374,238	334,677	316,487	229,837	169,250	196,435	215,951
Oklahoma	624,136	75,903	80,667	85,519	62,905	51,064	42,808	35,874	37,214	33,909	36,598	38,411	43,264
Oregon	828,201	84,229	77,257	73,234	47,587	41,876	35,781	33,481	30,264	22,850	27,610	33,279	33,953
Pennsylvania	6,446,200	483,757	465,629	584,768	649,866	938,116	690,375	647,025	557,803	428,832	298,851	305,343	394,785
Rhode Island	869,288	68,337	70,813	76,378	80,432	87,068	91,578	83,173	86,271	78,220	60,589	49,833	56,046
South Carolina	652,598	80,824	54,608	68,030	52,849	57,504	78,528	69,795	60,200	36,604	29,082	31,459	33,225
South Dakota	477,426	6,832	10,939	13,803	9,565	7,078	6,036	4,028	(4)	8,114	8,218	4,106	5,917
Tennessee	1,015,103	121,673	95,741	97,556	88,531	107,791	104,317	78,665	80,531	65,583	64,705	65,197	74,767
Texas	1,771,799	200,103	192,013	178,489	66,491	72,330	68,734	66,862	68,028	62,550	59,151	61,919	75,155
Utah	225,880	28,291	29,512	26,512	23,830	20,616	15,987	14,155	16,963	12,754	11,697	11,882	14,332
Vermont	101,909	11,050	10,901	11,630	10,045	8,610	6,721	5,022	7,057	8,779	6,608	6,667	8,819
Virginia	793,764	66,679	68,377	80,675	72,969	89,254	88,458	71,246	66,432	49,846	42,919	45,452	51,427
Washington	796,019	20,819	86,927	93,000	95,222	94,488	66,334	57,252	56,206	44,291	43,634	59,517	78,299
West Virginia	856,882	78,348	76,709	83,175	84,048	142,511	94,078	90,789	71,088	47,580	31,324	26,573	30,659
Wisconsin	795,459	116,057	74,784	79,037	59,607	61,858	55,022	65,343	60,243	46,229	55,699	53,348	68,227
Wyoming	110,611	9,403	17,267	15,771	12,228	10,679	9,298	7,169	6,200	4,890	4,208	5,540	7,958

<sup>1</sup> See p.145-146 for definitions of claims.

<sup>2</sup> See footnotes 3 and 4.

<sup>3</sup> Data for January-March not reported by New York.

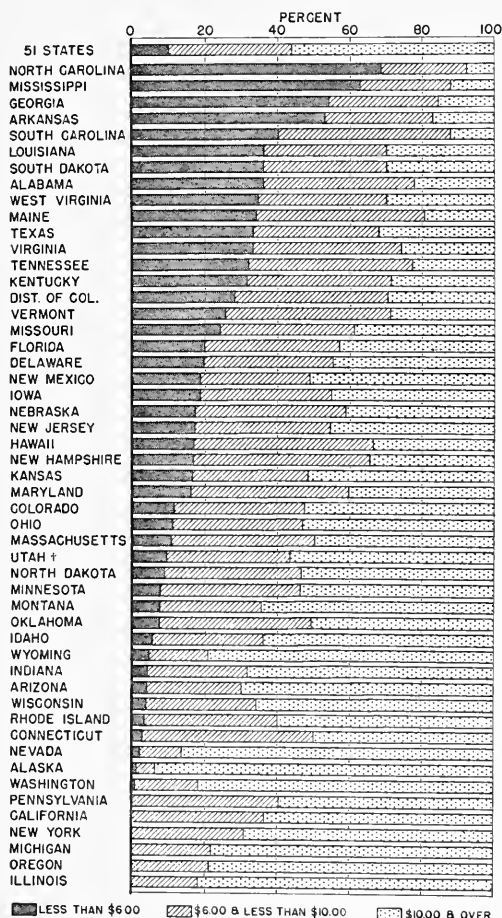
<sup>1</sup> South Dakota agency suspended operations July 28-Sept. 26.

<sup>2</sup> Benefits first payable July 1939.



part-total unemployment in 1939; Kentucky and Mississippi paid compensation only for total and part-total unemployment; and Nebraska began payments for partial and part-total unemployment in May 1939. Payments for partial and part-total unemployment were greatest in proportion to all payments in South Carolina, where 32 percent of all benefits paid compensated for these types; the next highest States were Alabama and Idaho, in which the corresponding percentages were 17 and 16, respectively.

**Chart 5.—Unemployment compensation: Distribution of number of benefits for total unemployment by amount of benefit check, 51 States, October–December 1939**



### Number and Amount of Payments

The magnitude of the administrative task of paying benefits is illustrated by the figures on the number of benefit payments made by the State agencies (table 10). During 1939, 41.6 million checks were issued; monthly totals ranged from 2.6 million in October to 4.6 million in March.

One measure of the effectiveness of the unemployment insurance program is the size of the benefits paid to workers during periods of unemployment. Chart 5 indicates the amounts of benefit checks for total unemployment issued for October–December 1939. Although for the Nation as a whole only 10 percent of the weekly payments for total unemployment were under \$6, amounts in this range constituted a sizable proportion of the payments in several States, most of which were located in the South. Alaska, Nevada, Illinois, Washington, Oregon, Wyoming, and Michigan had the largest proportions of checks of \$10 or more.

Some indication of the number of workers who drew benefits during the year is furnished by the data on the number of individuals receiving benefits during the middle week of each month of the year. While the figure for a single week probably approximates the weekly average for the month, it necessarily understates the number of different workers who drew benefit checks during the month.<sup>4</sup>

For the 51 jurisdictions as a whole October was the low month of the year; the high months were March and June, in each of which there were more than 800,000 beneficiaries (table 12, p. 119). Eighteen States began payments in January; no payments could be made in those States until the waiting period had been served. Despite the fact that 2 States began to pay benefits in July, the number of recipients in the latter half of the year was lower, on the average, than in the first half. This reduction reflected a number of factors, chief of which were the exhaustion of benefit rights, improved employment conditions, and the discontinuance, with July, of benefit payments under

<sup>4</sup> Partial evidence of this understatement is afforded by a comparison of these data with the number of compensable claims filed in the week of the month in which the largest number of such claims were received. The differences vary from 30,000 in February to 250,000 in May, when the number of compensable claims received in the high week exceeded a million. In June, July, and August, the variations were in the neighborhood of 200,000 or more. Beginning with 1940, reports from States will indicate the average number of workers receiving benefits, based on the average weeks of unemployment compensated in a month.



**Table 7.—Unemployment compensation: New claims<sup>1</sup> disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States, 1939**

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total dispositions	Allowed	Disallowed			
			Total	Insufficient wage credits	No wage record	Other
Total <sup>2</sup> .....	6,606,238	5,384,787	1,221,451	3658,265	399,130	314,791
Alabama.....	79,014	65,387	13,627	10,123	1,673	1,831
Alaska.....	6,720	3,593	3,127	1,031	629	1,467
Arizona.....	21,020	17,236	3,784	2,969	575	240
Arkansas.....	61,363	45,128	16,235	8,271	7,964	0
California.....	476,888	394,523	82,365	50,936	28,218	3,911
Colorado.....	54,111	40,603	13,508	8,965	4,066	477
Connecticut <sup>3</sup> .....	89,619	78,512	11,107	6,702	2,047	2,358
Delaware.....	19,706	15,003	4,703	2,546	1,974	183
District of Columbia.....	21,217	18,548	2,669	2,283	263	123
Florida.....	96,115	69,596	26,519	15,698	9,726	1,095
Georgia.....	106,016	80,349	25,667	14,349	10,532	786
Hawaii.....	7,726	5,829	1,897	1,596	1,190	764
Idaho.....	24,057	15,824	5,233	4,282	855	96
Illinois <sup>4</sup> .....	318,917	259,320	59,597	30,411	27,829	1,357
Indiana.....	122,687	104,156	18,531	8,998	274	9,259
Iowa.....	81,340	59,662	21,678	11,650	6,424	3,604
Kansas.....	62,029	48,967	13,062	8,934	3,888	240
Kentucky.....	107,708	75,316	32,392	24,323	8,069	0
Louisiana.....	72,420	50,616	21,804	(?)	(?)	(?)
Maine.....	73,678	59,913	13,765	10,212	3,476	77
Maryland.....	87,793	68,136	19,657	12,507	4,295	2,855
Massachusetts <sup>5</sup> .....	275,989	249,509	26,480	23,367	1,296	1,817
Michigan.....	344,521	286,029	58,492	37,942	19,559	991
Minnesota.....	104,876	88,870	16,006	15,381	574	51
Mississippi <sup>6</sup> .....	42,915	33,823	9,092	5,200	2,213	1,679
Missouri.....	150,285	126,855	23,430	2,599	20,108	723
Montana <sup>4</sup> .....	15,275	13,573	1,702	1,054	602	46
Nebraska.....	37,932	27,050	10,902	5,909	4,875	118
Nevada.....	11,186	8,203	2,983	1,813	1,080	0
New Hampshire.....	33,562	28,143	5,419	4,255	1,143	21
New Jersey.....	316,514	276,311	40,203	19,216	20,345	642
New Mexico.....	21,783	15,091	6,692	4,649	2,040	3
New York.....	1,003,183	786,674	216,509	119,035	93,012	4,462
North Carolina <sup>7</sup> .....	126,910	92,086	34,824	15,283	13,450	6,091
North Dakota.....	10,983	8,176	2,807	1,357	1,278	172
Ohio.....	354,125	299,108	55,017	30,751	7,114	17,152
Oklahoma.....	95,187	72,271	22,916	8,314	11,601	3,001
Oregon.....	58,710	50,600	8,110	4,255	1,927	1,928
Pennsylvania.....	638,581	587,293	51,288	29,763	16,487	5,038
Rhode Island.....	96,755	92,846	3,909	1,614	1,036	1,259
South Carolina.....	99,170	80,717	18,453	15,798	2,346	309
South Dakota.....	8,323	6,369	1,954	1,385	559	10
Tennessee.....	91,820	73,739	18,081	9,155	5,719	3,207
Texas <sup>8</sup> .....	169,130	119,087	50,043	22,439	23,558	4,246
Utah.....	26,472	22,298	4,174	3,080	2,459	140
Vermont.....	10,498	8,672	1,826	1,254	570	2
Virginia.....	93,728	81,566	12,162	8,145	3,758	259
Washington.....	129,408	93,567	35,841	16,266	16,304	3,271
West Virginia <sup>9</sup> .....	138,455	78,364	60,091	16,425	2,596	47,270
Wisconsin <sup>10</sup> .....	95,192	88,273	6,919	(11)	(11)	(11)
Wyoming.....	17,506	13,317	4,189	3,075	954	160

<sup>1</sup> See pp. 145-146 for definitions of claims.

<sup>2</sup> Data not reported for January by Connecticut and West Virginia; for January and February by Massachusetts and Texas; and for January-March by North Carolina.

<sup>3</sup> In addition to exclusions noted in footnote 2, excludes Hawaii and Utah for January and Louisiana and Wisconsin for entire year.

<sup>4</sup> Insufficient weeks of employment in base period.

<sup>5</sup> Effective May 12, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

<sup>6</sup> Benefits first payable July 1939.

<sup>7</sup> Not reported.

<sup>8</sup> Excludes 185 claims active at end of benefit year on which new determinations were made. Of these, 136 were allowed and 49 disallowed. Distribution by reason for disallowance not reported.

<sup>9</sup> Effective July 1, 1939, basis of eligibility changed from "weeks of employment" to "wages earned."

<sup>10</sup> Disposition of all initial claims for total and part-total unemployment.

<sup>11</sup> Provision of State law not comparable.

State unemployment compensation laws to railroad workers.

In chart 6 a separate curve is presented for the 30 States (New York excluded) in which benefits were payable before January 1939. January was the high month for this group of States and October was the low month. The 18 States which began payments in January reached their peak in March and then declined gradually to the October low.

It is estimated, on the basis of incomplete data on new claims authorized for payment (which represent first payments in the workers' benefit year), that between 4.8 million and 5 million workers received at least 1 benefit payment during 1939. On this basis about 1 of every 5 workers with wage credits received a benefit check during the year. Since an indeterminate number of workers earning wages in covered employment are not ordinarily attached to the covered labor force, the ratio tends to understate the extent to which the regularly attached members of the covered labor market benefited directly from the unemployment compensation program during 1939.

### Claims for Benefits<sup>5</sup>

Local offices of State agencies received nearly 9.8 million initial claims during the calendar year. Table 5 shows the tendency of initial claims to increase in certain States in the first month of each quarter over the preceding month. To a considerable extent, this increase reflects the initiation of new benefit years as new wage credits became available; in some States certain other special factors, which, by design or coincidence, were introduced in the first month of the quarter, are reflected. In January the number of initial claims—more than 1.2 million—reached the peak for the year. In that month 18 States accepted claims for benefits for the first time and new benefit years began for many claimants in those States which had been receiving claims since January 1938. In April unusually large increases in Kentucky, Pennsylvania, and West Virginia were attributable to a considerable extent to the stoppage of work in the bituminous coal industry. In addition, uniform benefit years in 4 States—

<sup>5</sup> The unemployment benefits received by the insured worker result from a claim which he files at the public employment office. Not all claims are compensated; a placement may intervene and remove the worker from the unemployed register, and claims must be filed while the worker serves his waiting period. For definitions of types of claims, see pp. 145-146.



Table 8.—Unemployment compensation: Out-of-State initial claims received by liable States from agent States, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Mar. 15, 1940]

Agent State	Liable State <sup>2</sup>													
	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	Florida	Georgia	Hawaii	Idaho	Illinois <sup>3</sup>	Iowa
Total	323,526	3,789	6,731	4,811	22,976	5,904	8,189	1,671	9,441	4,923	272	5,285	14,151	4,960
Alabama	5,355	2	23	54	110	20	11	0	1,003	983	1	0	85	12
Alaska	440	17	12	71	111	247	9	0	18	4	1	21	10	15
Arizona	3,852	5	208	1,168	1,436	216	14	105	38	1	4	57	136	52
Arkansas	8,300	86	2	398	2,941	1,425	216	14	105	38	1	57	298	66
California	5,300	494	2	398	2,941	1,425	216	14	105	38	1	57	298	66
Colorado	3,852	16	10	50	95	4	11	3	24	6	0	3	188	30
Connecticut	3,576	5	1	0	8	0	1	0	24	1	0	3	20	9
Delaware	1,175	5	1	0	8	0	1	0	24	1	0	3	20	9
District of Columbia	4,099	30	3	4	52	10	64	28	116	63	0	8	343	26
Florida	10,120	668	3	24	23	196	17	192	70	1,206	3	8	343	132
Georgia	6,679	1,065	1	7	23	77	3	23	4	2,205	1	1	93	81
Hawaii	239	1	1	6	0	140	0	0	10	1	0	0	8	6
Idaho	3,585	0	50	73	6	454	132	6	0	10	0	27	968	32
Illinois	12,086	188	5	82	176	593	137	62	11	79	4	9	1,085	230
Indiana	6,406	46	34	42	296	42	12	1	134	36	1	9	1,258	153
Iowa	5,490	13	8	25	34	544	133	3	30	13	0	39	1,424	39
Kansas	6,983	5	130	13	130	530	3	2	30	7	1	63	424	41
Kentucky	5,976	237	4	43	803	218	17	16	1	127	0	3	430	35
Louisiana	2,554	0	0	1	17	7	205	3	101	7	0	0	10	4
Maine	3,761	23	0	7	68	5	50	488	103	33	1	4	49	28
Maryland	17	0	3	7	186	11	1,749	41	440	38	3	1	104	9
Massachusetts	15,334	11	8	3	38	186	11	440	38	3	1	4	104	12
Michigan	4,322	24	29	47	30	435	44	12	2	4	0	25	755	41
Minnesota	3,911	768	1	36	302	121	16	2	177	78	0	1	127	89
Mississippi	11,646	77	15	154	554	1,645	479	11	0	91	31	0	1,215	215
Missouri	1,769	4	32	20	2	175	47	1	0	6	2	202	36	13
Montana	3,945	4	3	18	22	966	68	1	8	8	1	82	142	23
Nebraska	3,945	3	0	15	6	2	2	4	1	8	1	90	18	6
Nevada	2,856	3	0	3	8	1	105	2	69	3	0	2	11	3
New Hampshire	6,927	32	2	4	153	11	389	117	422	67	0	0	73	37
New Jersey	2,572	16	0	358	33	342	277	2	0	4	6	8	52	10
New Mexico	18,753	153	21	27	22	914	47	2,747	88	1,272	9	15	841	143
New York	113	11	7	3	32	5	51	21	226	223	2	3	48	28
North Dakota	1,071	13	7	3	152	5	6	6	212	90	0	3	341	33
Ohio	7,360	138	2	43	34	321	68	6	212	90	0	3	341	33
Oklahoma	14,001	46	9	707	625	1,097	452	11	0	7	1	2	887	102
Oregon	5,754	6	185	99	18	1,679	106	7	0	7	1	2	475	67
Pennsylvania	12,976	77	5	18	15	306	39	314	413	96	3	0	228	123
Rhode Island	3,275	0	0	1	24	3	441	15	50	6	0	0	21	0
South Carolina	2,790	80	0	4	3	15	5	8	2	183	275	0	15	6
South Dakota	1,146	0	1	11	1	151	56	1	0	4	0	27	17	5
Tennessee	8,528	534	1	49	807	199	24	10	1	386	538	0	352	275
Texas	16,429	286	11	677	817	1,980	336	18	7	211	184	3	722	104
Vermont	3,380	7	5	161	5	822	162	5	0	1	2	554	4	7
Virginia	4,668	0	0	1	13	8	81	0	39	0	0	0	13	1
Washington	11,307	157	4	11	122	148	4	70	137	88	0	17	73	10
West Virginia	4,148	46	0	1	60	10	9	9	71	25	0	2	19	7
Wisconsin	2,956	3	7	9	6	107	8	10	0	30	2	0	21	8
Wyoming	1,222	3	8	23	5	151	202	0	0	3	2	0	48	4
Unknown	2,337	0	0	0	52	0	1,104	0	0	0	0	0	0	0

Minnesota 5,317  
 Michigan 20,321  
 Massachusetts 9,276  
 Maryland 5,003  
 Maine 2,657  
 Louisiana 5,178  
 Kentucky 4,543  
 Kansas 7,863  
 Iowa 4,960  
 Indiana 5,412  
 Illinois<sup>3</sup> 14,151  
 Idaho 5,285  
 Hawaii 272  
 Georgia 4,923  
 Florida 9,441  
 Delaware 1,671  
 Connecticut 8,189  
 Colorado 5,904  
 California 22,976  
 Arkansas 4,811  
 Arizona 6,731  
 Alaska 3,789  
 Alabama 5,355



Agent State	Liable State <sup>1</sup>																
	Mississippi	Missouri	Montana	Nebraska	Nevada	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania	Rhode Island	South Carolina
Alabama	3,550	9,738	1,841	3,989	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068
Alaska	497	58	2	7	4	10	40	7	189	142	0	185	38	0	38	3	57
Arizona	19	115	23	6	7	1	0	0	1	6	3	65	226	31	3	0	3
Arkansas	449	747	10	23	109	0	30	280	125	23	6	65	962	25	23	4	6
California	78	2,031	343	861	1,410	64	482	630	2,502	77	140	991	1,852	1,601	403	127	22
Colorado	13	309	67	124	0	18	403	126	13	10	77	219	1,801	62	15	1	36
Connecticut	341	6	0	2	6	62	341	0	1,247	22	1	42	1	4	391	369	6
Delaware	1	5	0	1	1	0	72	0	18	2	1	87	16	4	180	22	1
District of Columbia	17	33	2	7	1	6	453	3	456	328	3	484	25	11	295	138	154
Florida	76	80	2	23	6	111	779	12	2,196	328	3	484	25	11	295	138	154
Georgia	95	42	1	5	1	11	67	8	238	533	0	158	19	7	59	10	456
Hawaii	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Idaho	0	36	211	90	246	3	5	29	19	11	16	19	41	333	6	3	19
Illinois	172	1,300	28	124	17	0	127	0	73	11	33	196	363	19	116	10	12
Indiana	49	457	30	594	13	3	16	13	81	4	31	95	46	62	35	2	145
Iowa	25	1,125	15	351	40	1	8	159	50	10	2	81	159	67	27	1	4
Kansas	65	180	3	11	9	1	62	14	153	81	5	1,212	29	99	6	21	3
Kentucky	877	104	1	8	7	1	29	40	137	45	2	85	106	12	28	11	24
Louisiana	0	2	1	0	0	714	57	0	345	8	0	110	0	1	20	112	3
Maine	8	27	0	6	1	10	373	0	485	297	0	92	6	3	543	64	0
Maryland	7	24	3	2	2,936	465	2	2,241	64	1	145	9	2	197	1,660	12	0
Massachusetts	40	167	18	29	10	11	133	12	551	40	9	762	41	24	223	13	9
Michigan	7	124	158	67	13	1	19	11	104	0	421	84	18	56	28	2	1
Minnesota	132	1	4	6	1	17	9	55	46	0	52	33	21	21	0	14	0
Mississippi	199	23	29	455	34	6	45	99	203	40	12	188	739	101	98	6	10
Missouri	0	223	25	38	2	10	12	26	1	10	13	32	45	81	16	1	0
Montana	0	15	45	10	1	1	35	0	191	17	0	13	15	50	10	2	0
Nebraska	1	5	0	1	1	1	35	0	191	17	0	13	15	50	10	2	0
Nevada	5	29	1	0	4	29	5	1	2,551	154	0	133	3	6	1,394	101	32
New Hampshire	10	37	15	12	29	0	5	19	20	1	4	23	184	13	9	0	0
New Jersey	12	17	13	24	4	23	188	19	276	577	0	141	31	9	1,236	34	23
New Mexico	13	18	3	4	5	0	188	0	0	0	0	6	11	47	5	0	0
New York	1	3	81	5	0	0	40	1	10	0	0	0	0	0	0	0	0
North Carolina	24	131	3	17	6	148	11	784	65	6	6	46	13	1,023	32	9	1
Ohio	47	639	15	111	52	0	27	599	108	23	5	109	48	98	41	1	3
Oklahoma	8	53	112	115	96	1	8	39	34	8	39	34	48	12	5	2	24
Oregon	18	90	2	15	6	22	1,783	14	4,201	227	3	1,212	22	15	37	59	66
Pennsylvania	0	4	0	1	2	111	119	0	359	19	0	0	0	0	0	4	0
Rhode Island	16	10	30	75	8	0	50	0	108	1,438	0	25	0	2	47	6	0
South Carolina	0	18	2	0	0	0	6	4	1	6	90	7	6	35	2	0	0
South Dakota	396	269	0	19	5	7	63	9	152	373	0	610	59	9	75	2	101
Tennessee	242	570	21	138	44	5	82	1,921	395	100	20	360	2,442	52	91	13	24
Texas	0	20	73	30	722	28	38	89	1	10	13	23	85	9	0	0	0
Utah	6	18	0	20	2	266	282	1	410	1,097	0	203	2	5	266	11	68
Vermont	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Washington	8	104	340	91	79	3	34	43	138	11	127	95	71	1,493	28	5	77
West Virginia	5	49	2	3	0	0	75	4	156	91	0	848	16	8	523	2	11
Wisconsin	12	41	21	13	9	2	9	3	75	3	21	12	17	23	11	1	26
Wyoming	0	34	88	140	19	1	25	14	0	0	18	9	32	24	5	1	1
Unknown	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,181	0	0
Total	4,445	2,941	1,526	6,098	6,878	1,398	14,062	3,270	1,047	2,068	1,047	5,740	14,062	3,270	1,398	6,878	1,526
Wyoming	21	9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Wisconsin	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
West Virginia	35	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Washington	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Virginia	94	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vermont	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Utah	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Texas	257	62	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Tennessee	3	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South Dakota	3	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South Carolina	57	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rhode Island	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Pennsylvania	38	23	4	2	4	2	2	2	2	2	2	2	2	2	2	2	2
Oregon	31	23	27	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Oklahoma	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Ohio	185	38	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North Dakota	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North Carolina	142	189	7	189	142	0	185	38	0	31	3	65	226	31	3	0	3
New York	189	142	0	185	38	0	185	38	0	31	3	65	226	31	3	0	3
New Mexico	7	189	142	189	142	0	185	38	0	31	3	65	226	31	3	0	3
New Jersey	40	7	189	142	189	142	189	142	189	142	189	142	189	142	189	142	189
New Hampshire	10	37	15	12	29	0	5	19	20	1	4	23	184	13	9	0	0
Nevada	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068	1,047	2,068	1,047	2,068
Nebraska	3,989	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068	1,047	2,068	1,047
Montana	1,841	3,989	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068	1,047	2,068
Missouri	9,738	1,841	3,989	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068	1,047
Mississippi	3,550	9,738	1,841	3,989	3,292	4,693	8,785	4,727	22,975	6,118	1,167	11,421	9,109	4,743	10,391	3,273	2,068

<sup>1</sup> See pp. 145-146 for definitions.  
<sup>2</sup> District of Columbia accepts no out-of-State claims as liable State.  
<sup>3</sup> Benefits first payable July 1939.  
<sup>4</sup> Began accepting out-of-State claims as liable State, July 15, 1939.



Maine, New York, Rhode Island, and West Virginia—ended on March 31 and contributed to the increase. The initiation of benefit payments in Illinois and Montana was chiefly responsible for the rise in July, when initial claims received in local offices totaled 978,000. Although Michigan initiated its second year of benefit operations in July, it permitted the filing of initial claims in June in order to level off its processing load. This change in procedures resulted in a marked rise in

claims receipts for June in Michigan. The higher level in June in that State was generally maintained in July because of a seasonal curtailment of employment in the automobile industry. The 566,000 initial claims received in September for the country as a whole marked the low for the year. Successive increases were registered during the fall months as seasonal unemployment began to develop in industries such as canning and construction. The sharp increase in December was

Table 9.—Unemployment compensation: New claims authorized, by States and by months, 1939, and estimated number of workers with wage credits, June 1939<sup>1</sup>

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Estimated number of workers with wage credits, June 1939	New claims authorized												
		Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	27,980,000	234,343,087	2302,182	2485,206	2462,039	2304,813	2501,870	2341,327	2337,363	23452,556	2301,372	263,190	281,635	309,474
Alabama.....	325,000	50,652	3,028	3,518	4,061	3,672	5,829	4,745	5,706	6,463	4,833	2,522	3,220	3,005
Alaska.....	23,000	2,820	262	280	325	384	628	148	110	99	66	91	192	226
Arizona.....	78,000	14,436	1,141	1,399	1,385	1,293	1,314	1,201	1,087	1,512	1,129	1,019	986	1,030
Arkansas <sup>4</sup> .....	190,000	49,759	10,447	6,541	5,660	4,352	4,413	2,961	2,943	3,247	1,901	1,968	2,459	2,867
California.....	1,700,000	368,099	26,335	28,977	56,157	28,420	28,758	31,571	22,187	28,802	19,100	19,722	37,577	35,413
Colorado.....	206,000	35,199	4,824	6,400	3,772	4,823	3,035	3,042	1,887	1,464	1,146	1,378	1,526	1,902
Connecticut.....	485,000	271,514	(?)	9,409	5,900	4,274	7,313	6,549	9,265	11,468	5,055	4,001	3,438	4,842
Delaware.....	65,000	12,437	2,489	2,263	1,699	603	640	958	656	731	616	557	500	725
District of Columbia.....	180,000	16,446	1,266	1,802	3,593	1,142	1,128	1,021	854	1,252	1,033	1,052	1,083	1,220
Florida.....	255,000	53,981	0	3,769	4,044	2,327	3,065	5,854	5,896	10,724	6,939	4,767	3,276	3,310
Georgia.....	400,000	59,298	3,249	9,647	9,243	3,988	4,740	4,848	4,355	4,880	4,036	3,176	3,378	3,758
Hawaii.....	119,000	4,350	1	287	316	353	370	400	283	263	311	759	479	528
Idaho.....	110,000	21,138	3,937	2,200	(?)	1,282	642	529	481	349	290	241	456	93
Illinois <sup>4</sup> .....	1,620,000	197,682							28,288	60,430	31,412	23,248	26,201	28,103
Indiana.....	838,000	98,934	15,856	9,802	6,003	4,660	7,672	7,559	9,710	13,203	7,022	5,688	6,198	5,561
Iowa.....	320,000	51,333	12,341	7,822	6,281	3,849	2,951	2,782	1,761	3,035	2,465	2,150	1,799	4,097
Kansas.....	245,000	30,415	4,371	8,082	4,772	3,342	3,345	2,388	1,376	1,981	1,595	1,635	1,487	2,041
Kentucky.....	380,000	68,447	200	12,215	11,130	14,253	7,249	5,149	4,998	4,489	2,834	1,958	1,930	2,042
Louisiana.....	425,000	69,149	6,000	10,098	7,049	6,238	8,654	6,440	4,557	5,195	4,296	3,403	3,366	3,853
Maine.....	190,000	43,778	1,824	3,253	3,722	5,272	8,316	5,078	2,823	2,121	2,136	2,410	2,867	3,956
Maryland.....	475,000	58,935	7,065	9,543	6,874	3,979	7,189	5,719	3,608	4,937	2,665	2,006	2,334	3,016
Massachusetts.....	1,450,000	214,001	(?)	16,107	18,770	19,467	19,200	21,793	14,823	21,095	17,576	11,048	14,190	19,932
Michigan.....	1,300,000	296,176	15,992	15,845	18,270	10,157	12,648	15,811	54,253	97,512	24,205	10,878	11,596	8,949
Minnesota.....	525,000	69,982	8,993	7,657	13,774	8,623	8,254	4,691	3,207	2,982	2,303	2,630	3,494	3,494
Mississippi.....	150,000	26,204	3,347	3,892	2,494	1,264	1,868	1,794	1,745	1,860	1,485	1,608	2,101	2,497
Missouri.....	650,000	89,473	1,635	21,215	12,205	7,281	7,308	8,748	5,886	6,832	4,320	3,757	5,339	4,891
Montana <sup>4</sup> .....	105,000	9,513							1,353	1,882	1,128	1,381	1,568	2,201
Nehraska.....	145,000	20,741	3,723	4,937	3,353	2,014	1,173	951	732	671	575	676	760	1,176
Nevada.....	30,000	6,613	585	1,071	841	531	505	334	330	361	381	326	413	935
New Hampshire.....	125,000	23,177	1,280	1,482	1,602	2,180	2,526	2,848	1,427	1,493	1,794	1,873	2,410	2,262
New Jersey.....	1,000,000	208,018	25,873	34,425	22,431	16,665	20,990	17,065	13,552	16,337	9,831	9,631	9,698	11,720
New Mexico.....	70,000	11,760	1,548	1,652	1,407	827	777	1,314	902	782	662	582	641	666
New York.....	4,000,000	312,649	48,256	52,763	51,183	(?)	(?)	(?)	(?)	(?)	34,282	39,312	43,218	43,635
North Carolina.....	700,000	249,718	(?)	(?)	(?)	6,183	8,469	8,585	6,748	5,200	3,660	3,926	2,752	4,505
North Dakota.....	42,000	7,131	1,164	1,700	1,341	691	483	262	255	148	133	194	357	343
Ohio.....	1,720,000	221,755	530	56,153	25,770	15,833	21,965	26,560	18,243	16,185	10,218	8,433	9,760	12,075
Oklahoma.....	324,000	52,912	7,064	7,682	7,099	4,903	3,603	3,123	2,585	3,114	2,632	3,297	3,439	3,507
Oregon.....	225,000	44,433	5,034	7,309	8,265	3,507	3,857	2,907	2,659	2,467	1,592	1,831	2,469	2,506
Pennsylvania.....	3,100,000	644,891	22,267	36,427	61,955	50,623	196,088	58,266	40,047	58,688	38,113	39,660	21,336	21,421
Rhode Island.....	360,000	87,707	2,212	6,261	4,646	5,571	21,957	8,369	7,970	9,045	7,105	4,472	4,255	5,844
South Carolina.....	292,000	49,232	3,050	5,118	7,192	5,610	3,542	4,708	4,827	2,905	4,791	2,843	2,403	2,243
South Dakota.....	45,000	75,447	39	2,063	758	649	322	415	326	(?)	335	389	224	305
Tennessee.....	450,000	57,739	4,668	5,190	6,023	3,024	5,763	7,969	4,677	5,355	4,087	3,562	3,463	3,938
Texas.....	800,000	213,153	(?)	8,419	10,181	8,323	11,633	10,745	9,359	11,476	10,527	9,831	10,385	12,534
Utah.....	90,000	20,371	1,587	2,902	2,002	1,858	1,627	2,258	3,672	1,661	741	732	948	1,383
Vermont.....	70,000	7,357	842	933	882	731	721	462	298	474	662	495	386	427
Virginia.....	450,000	64,130	5,274	6,893	7,256	6,520	9,152	7,554	5,265	1,254	3,493	3,142	4,121	4,206
Washington.....	300,000	78,606	8,570	20,495	9,997	9,185	6,678	5,038	3,510	2,747	1,869	2,445	3,593	4,479
West Virginia.....	350,000	56,311	2,843	6,188	6,798	1,605	12,068	10,119	4,212	3,788	2,733	2,563	1,290	1,814
Wisconsin <sup>4</sup> .....	500,000	132,621	18,822	10,183	11,921	11,745	10,496	9,832	11,037	9,291	9,095	8,121	9,934	12,144
Wyoming.....	49,000	11,264	1,428	3,014	1,637	790	916	734	487	416	354	356	460	672

<sup>1</sup> See pp. 145-147 for definitions.

<sup>2</sup> Data not reported for January by Connecticut, Massachusetts, and Texas; for March by Idaho; for January-March by North Carolina; and for April-August by New York.

<sup>3</sup> South Dakota agency suspended operations July 28-Sept. 26.

<sup>4</sup> Represents all initial claims authorized.

<sup>5</sup> Benefits first payable July 1939.



attributable in part to the advance filing of claims in anticipation of new benefit years as well as to postholiday lay-offs.

In relation to the number of covered workers in each State (see table 9), initial claims filed in 1939 were distributed rather unevenly among the States. Ratios varied from 7 to 63 claims per 100 covered workers, with a ratio of less than 25 in Hawaii, the District of Columbia, Indiana, Montana, Alaska, Minnesota, Ohio, Pennsylvania, Maryland, and South Dakota and more than 50 in Michigan, West Virginia, Rhode Island, Oregon, Maine, Utah, and New Mexico.

Improved employment conditions during 1939

are effectively illustrated by the fact that in 1939 the number of initial claims received was only 2 percent greater than the total received in 1938—despite the acceptance of claims in 1939 by 49 jurisdictions during the entire year as contrasted with acceptance of claims throughout 1938 by only 23 (table 15, p. 122). Data for these years are comparable for 20 States;<sup>6</sup> for these States as a group the total volume of initial claims filed in 1939 was 27 percent less than in 1938; that percentage, however, was considerably influenced by

<sup>6</sup> Alabama, Arizona, California, Connecticut, District of Columbia, Louisiana, Massachusetts, Minnesota, New Hampshire, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, and West Virginia.

**Table 10.—Unemployment compensation: Total number of benefit payments, by States and by months, 1939<sup>1</sup>**

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	241,554,089	2,795,006	3,424,482	4,596,196	3,211,875	3,985,850	4,304,427	3,444,201	2,470,526	3,229,051	2,612,649	2,766,338	2,970,406
Alabama.....	626,516	61,741	49,823	59,749	48,540	62,573	51,999	56,209	62,527	55,416	40,166	36,549	41,224
Alaska.....	24,034	2,022	1,707	3,737	3,272	3,889	2,434	1,407	1,960	1,154	1,519	1,519	2,526
Arizona.....	138,374	11,838	12,134	14,174	12,728	12,830	11,739	11,314	12,177	10,525	9,182	9,450	10,294
Arkansas.....	290,712	2,823	25,145	36,294	29,330	33,214	30,106	27,494	27,063	21,005	19,016	18,169	21,053
California.....	3,807,296	278,609	293,917	448,254	345,125	326,012	374,288	266,292	310,363	233,479	227,935	361,350	341,672
Colorado.....	334,756	4,824	31,557	49,244	40,756	41,063	37,761	31,713	25,360	16,758	15,616	17,024	23,080
Connecticut.....	533,699	46,464	64,701	60,920	40,517	48,960	52,410	21,170	56,322	48,788	34,533	28,552	30,362
Delaware.....	88,447	2,487	12,701	13,462	8,395	6,994	7,264	6,606	7,170	6,501	5,641	5,227	5,997
District of Columbia.....	175,027	18,503	18,527	21,804	16,007	14,163	13,131	12,220	13,105	12,239	11,160	11,547	12,621
Florida.....	431,306	0	12,427	23,239	18,198	22,446	30,693	38,572	68,658	84,438	58,799	39,540	34,296
Georgia.....	524,003	3,326	32,247	61,142	50,372	52,287	56,678	52,087	56,678	45,947	37,029	36,346	39,320
Hawaii.....	33,530	1	678	1,528	2,199	3,019	3,357	2,628	2,506	2,839	4,577	5,061	5,137
Idaho.....	200,359	25,500	36,750	43,999	26,500	16,500	12,390	7,711	7,141	5,484	4,263	5,234	8,887
Illinois.....	1,433,002	145,825	135,547	112,405	80,319	84,286	96,116	81,426	91,878	56,453	43,640	60,697	55,000
Indiana.....	1,044,652	92,723	93,991	96,496	57,988	43,815	49,696	34,787	32,344	30,796	20,632	20,201	28,018
Iowa.....	240,998	4,089	32,499	43,593	30,211	25,279	20,931	13,696	14,397	14,104	12,399	13,541	16,262
Kentucky.....	581,300	200	33,031	76,786	90,383	69,513	57,820	50,053	40,713	29,116	26,506	24,016	26,016
Louisiana.....	742,611	61,214	80,868	81,578	62,991	80,383	71,836	57,754	61,297	56,727	44,355	41,568	42,040
Maine.....	425,131	45,638	44,818	44,309	36,564	47,363	42,483	27,927	23,869	22,383	23,668	29,619	36,290
Maryland.....	642,567	74,324	72,285	63,890	47,200	62,100	60,800	50,760	57,300	46,800	33,394	35,195	38,669
Massachusetts.....	1,981,843	142,931	155,068	180,509	149,038	159,670	205,377	145,239	205,239	166,456	144,383	151,734	174,226
Michigan.....	2,741,727	282,335	207,422	222,932	148,216	173,265	222,699	262,714	536,847	281,227	139,864	145,458	125,773
Minnesota.....	694,555	81,131	71,923	113,331	68,103	70,839	51,748	38,648	40,863	34,039	34,574	34,319	54,667
Mississippi.....	258,816	35,792	35,259	35,431	18,134	19,280	17,003	15,930	17,114	14,964	12,668	15,576	20,885
Missouri.....	657,247	1,635	49,722	86,838	57,375	62,281	67,457	52,784	62,980	54,080	41,968	60,374	59,753
Montana.....	68,340							1,353	10,743	11,537	12,244	14,110	18,353
Nebraska.....	151,020	3,723	26,011	28,244	18,801	13,824	9,886	7,798	6,959	7,382	8,365	11,740	
Nevada.....	64,226	583	5,290	7,204	6,590	7,669	6,346	4,766	4,748	4,692	4,360	5,320	6,656
New Hampshire.....	194,212	17,860	13,770	15,490	15,055	19,395	24,435	11,745	12,435	12,130	12,511	17,857	21,429
New Jersey.....	1,540,610	25,875	166,095	245,109	171,027	154,676	152,237	128,171	134,664	95,616	77,286	90,519	99,335
New Mexico.....	124,536	7,107	14,423	16,457	11,841	9,450	10,028	9,510	11,634	10,828	8,571	8,475	9,212
New York.....	6,204,881	262,135	453,527	700,265	229,381	700,933	906,282	660,274	565,326	405,828	415,058	436,294	469,618
North Carolina.....	771,346	90,356	83,138	76,584	51,169	72,250	83,634	78,185	71,888	53,533	41,059	32,988	36,562
North Dakota.....	58,769	1,164	7,624	11,305	8,051	8,489	4,772	3,469	2,895	1,652	2,029	3,469	3,550
Ohio.....	2,419,105	530	150,566	288,693	266,935	280,055	307,977	251,207	233,985	170,273	133,456	137,518	144,773
Oklahoma.....	839,712	38,420	53,905	64,832	49,292	39,308	25,511	26,531	24,919	24,669	24,669	27,269	29,382
Oregon.....	368,056	44,984	47,069	57,248	42,432	29,027	28,055	23,157	23,419	16,429	15,890	18,245	22,101
Pennsylvania.....	4,931,958	449,843	289,100	491,705	464,434	622,394	577,755	426,034	538,424	366,777	252,126	216,760	236,606
Rhode Island.....	631,361	39,126	48,041	48,905	50,623	60,118	70,188	63,521	67,792	64,623	42,523	32,834	43,167
South Carolina.....	403,135	34,499	31,300	45,530	45,050	42,750	36,249	37,800	28,001	30,567	23,511	23,636	24,422
South Dakota.....	45,271	39	6,184	9,333	7,060	4,692	3,729	2,403	(3)	4,442	2,563	3,110	
Tennessee.....	662,967	60,968	55,131	62,815	44,933	55,952	68,829	56,201	63,509	53,578	46,469	47,797	49,063
Texas.....	830,663	116,760	109,691	133,499	55,841	61,226	56,364	50,768	55,056	50,997	45,413	46,552	57,046
Utah.....	165,290	16,503	21,692	20,631	15,437	15,685	12,104	9,575	14,509	10,953	9,206	8,521	10,414
Vermont.....	66,896	6,130	6,698	8,198	6,808	6,616	5,120	3,630	4,264	4,977	4,902	4,571	4,952
Virginia.....	611,771	51,366	55,162	68,737	53,518	65,113	73,191	54,285	53,617	38,901	32,158	30,751	34,972
Washington.....	562,519	8,570	74,874	88,304	65,487	63,503	45,604	36,598	36,668	27,578	27,588	30,972	50,503
West Virginia.....	496,569	36,708	43,815	55,674	10,811	33,714	88,208	68,616	56,501	37,269	25,545	18,900	18,808
Wisconsin.....	392,551	55,932	42,660	40,112	29,343	29,348	29,982	29,699	30,203	27,584	21,955	23,880	39,613
Wyoming.....	89,154	1,428	12,649	14,158	9,585	9,844	9,363	6,300	5,862	4,349	3,550	4,712	7,374

<sup>1</sup> Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); unadjusted for voided benefit checks.

<sup>2</sup> Includes 43,082 payments resulting from recalculation of weekly benefit amounts in Ohio undistributed by months.

<sup>3</sup> South Dakota agency suspended operations July 28–Sept. 26.

<sup>4</sup> Benefits first payable July 1939.



Table 11.—Unemployment compensation: Total amount of benefit payments, by States and by months, 1939<sup>1</sup>

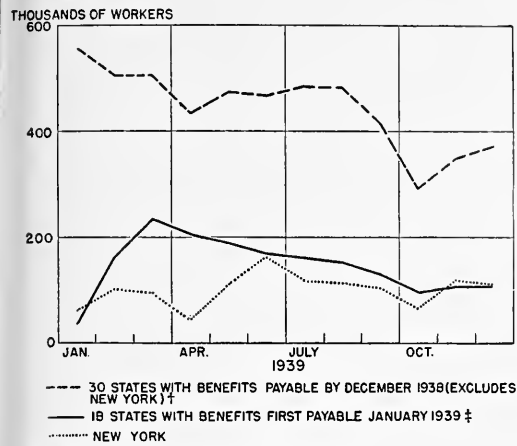
[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total.....</b>	<b>248,920,820,056</b>	<b>\$29,203,395</b>	<b>\$34,744,426</b>	<b>\$46,873,425</b>	<b>\$33,457,526</b>	<b>\$39,929,931</b>	<b>\$43,161,144</b>	<b>\$43,556,230</b>	<b>\$44,491,421</b>	<b>\$33,655,902</b>	<b>\$26,689,676</b>	<b>\$28,368,903</b>	<b>\$30,471,094</b>
Alabama.....	4,295,367	408,945	321,900	388,202	328,458	438,448	361,523	389,785	431,902	387,460	291,109	283,000	284,529
Alaska.....	346,149	4,109	25,397	56,033	46,245	54,844	36,523	29,094	17,902	15,150	16,629	23,722	31,429
Arizona.....	1,523,523	135,931	136,127	188,879	141,545	139,961	127,401	121,037	129,364	114,066	100,991	103,973	113,403
California.....	8,106,363	16,588	151,221	227,758	195,135	216,323	193,248	170,526	158,434	117,108	118,921	113,043	128,063
Colorado.....	3,676,667	2,630,967	3,474,922	3,474,922	3,276,340	3,777,799	3,777,799	3,449,433	3,272,411	2,495,781	2,416,397	3,702,113	3,612,113
Connecticut.....	5,121,434	474,907	632,065	599,581	400,435	452,979	447,820	349,337	268,825	170,631	156,643	170,136	234,959
Delaware.....	1,711,588	21,231	97,246	97,639	63,796	56,046	67,798	58,400	63,400	45,862	32,787	29,577	284,456
District of Columbia.....	1,436,715	161,134	161,831	185,921	131,543	111,908	103,846	97,440	104,564	98,752	88,010	91,484	102,532
Florida.....	3,504,106	85,539	161,821	161,821	167,036	167,036	226,070	281,449	574,651	732,543	498,749	338,280	303,221
Georgia.....	3,239,656	20,398	184,887	340,435	299,547	332,798	321,294	323,284	363,348	318,438	232,265	236,955	255,097
Hawaii.....	2,956,070	5,881	5,881	33,557	32,406	32,406	32,406	32,406	32,406	32,406	32,406	32,406	32,406
Idaho.....	2,170,252	282,611	411,068	477,642	280,935	266,777	117,136	7,206	3,233,017	3,924,284	3,120,826	3,015,304	3,122,492
Illinois.....	16,797,058	1,487,891	1,364,209	1,102,920	749,025	788,944	919,414	372,290	312,526	529,224	420,835	505,505	568,064
Indiana.....	10,254,330	804,062	803,061	810,988	485,183	373,167	448,046	321,437	294,497	308,988	190,273	178,413	243,913
Iowa.....	2,288,220	282,119	282,119	646,033	712,422	256,038	196,940	128,038	128,491	128,491	114,729	121,983	146,335
Kansas.....	4,868,622	513,297	648,439	654,979	611,308	640,603	559,355	442,590	400,053	337,998	236,224	210,495	189,968
Kentucky.....	5,039,985	352,147	352,147	357,766	290,404	321,598	273,923	181,573	158,990	151,916	188,976	144,448	138,526
Louisiana.....	3,044,164	629,391	629,391	629,391	629,391	629,391	629,391	629,391	629,391	629,391	629,391	629,391	629,391
Maine.....	5,793,601	629,024	633,632	572,967	416,873	675,642	629,391	454,789	616,752	444,364	312,125	328,355	355,927
Maryland.....	15,090,575	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088
Massachusetts.....	37,160,375	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088
Michigan.....	37,601,237	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088	3,691,088
Minnesota.....	1,446,939	190,469	184,121	186,539	104,394	111,246	107,173	109,353	109,353	96,677	96,677	96,677	96,677
Mississippi.....	5,464,653	14,596	402,584	716,404	483,438	610,347	539,258	437,410	520,584	496,366	349,961	496,543	497,192
Missouri.....	7,655,210	32,150	224,699	240,996	165,164	117,251	85,380	66,634	69,557	59,894	61,390	75,727	106,715
Montana.....	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630	1,811,630
Nevada.....	1,552,880	137,634	115,029	137,753	131,107	158,060	195,731	83,122	60,958	60,938	56,542	68,883	85,642
New Hampshire.....	14,910,924	291,321	1,613,490	2,363,759	1,662,708	1,475,862	1,449,020	1,241,716	1,353,277	949,085	734,205	859,795	926,147
New Jersey.....	1,256,346	67,246	110,825	100,483	115,718	90,676	97,810	90,676	119,055	10,897	86,286	82,980	87,986
New Mexico.....	4,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334	6,005,334
New York.....	79,410,429	7,941,043	11,695,327	11,695,327	4,997,720	7,882,801	10,131,183	7,793,068	6,552,214	4,730,213	4,841,493	6,153,286	5,991,869
North Carolina.....	4,645,385	40,889	593,064	593,064	334,532	423,033	401,711	418,679	385,371	288,064	215,255	177,746	199,154
North Dakota.....	2,087,438	5,030	1,903,364	2,722,732	2,597,348	2,780,563	2,981,627	2,981,627	2,981,627	2,981,627	2,981,627	2,981,627	2,981,627
Ohio.....	3,244,198	386,837	531,597	639,003	490,931	380,463	330,734	246,762	253,550	229,353	124,033	203,617	276,526
Oklahoma.....	4,072,895	500,570	520,189	625,649	498,610	317,476	300,396	244,252	254,946	184,979	181,894	206,540	255,494
Oregon.....	54,075,707	4,915,800	3,070,490	5,206,032	5,046,427	7,206,527	6,487,077	4,813,961	6,100,479	4,136,863	2,725,168	2,320,487	2,926,855
Pennsylvania.....	3,804,049	38,360	422,439	416,106	417,761	573,091	655,391	599,899	638,368	600,512	396,560	310,897	405,265
Rhode Island.....	2,146,165	186,116	151,638	237,007	217,941	295,409	188,959	198,444	152,852	171,692	142,943	116,490	148,947
South Carolina.....	3,941,181	394,346	337,554	400,924	295,782	385,248	319,519	337,493	414,477	305,461	338,977	348,961	353,519
Tennessee.....	10,664,495	1,046,857	905,489	1,179,039	779,671	985,660	128,906	797,053	864,765	810,061	729,616	730,770	877,608
Texas.....	1,646,253	163,366	298,719	199,885	153,089	156,231	125,255	105,052	103,639	120,083	98,353	98,921	104,080
Vermont.....	4,403,947	377,616	377,616	377,616	377,616	377,616	377,616	377,616	377,616	377,616	377,616	377,616	377,616
Virginia.....	6,152,909	106,673	878,899	975,606	692,688	576,031	435,440	303,383	312,556	306,497	238,928	34,809	40,492
Washington.....	4,220,112	340,494	414,336	98,151	98,151	290,155	676,445	525,683	465,532	309,881	292,733	163,858	269,716
West Virginia.....	3,675,581	611,604	387,779	383,433	290,840	290,840	292,744	255,557	304,009	286,441	212,733	212,733	310,836
Wisconsin.....	1,153,770	21,555	177,578	184,941	130,515	127,445	116,878	76,078	68,009	51,527	45,847	60,840	91,954
Wyoming.....	1,153,770	21,555	177,578	184,941	130,515	127,445	116,878	76,078	68,009	51,527	45,847	60,840	91,954

<sup>1</sup> Includes payments for total, partial, and part-total unemployment (see p. 147 for definitions); excludes for voided benefit checks.<sup>2</sup> Includes \$1,176,983 resulting from recalculation of weekly benefit amounts in Ohio undistributed by months.<sup>3</sup> South Dakota agency suspended operations July 28-Sept. 26.<sup>4</sup> Benefits first payable July 1939.



**Chart 6.—Unemployment compensation: Workers receiving benefits during week ended nearest mid-month, 1939<sup>1</sup>**



<sup>1</sup> See table 12, p. 119, for total of 51 jurisdictions.

<sup>†</sup> Data for January include estimates for States which did not report individuals receiving benefits in that month.

<sup>‡</sup> Data for January 1939 refer to a later week than that nearest the mid-month because no payments had been made by Jan. 15.

6 States<sup>7</sup> which reported reductions in excess of 40 percent. California and West Virginia are the only States in which the volume of initial claims filed in 1939 was greater than in 1938.

More than 56.5 million continued claims were received by local offices during 1939, an increase of only 8 percent over the preceding year despite the fact that 20 States did not pay benefits in 1938.<sup>8</sup> The monthly volume of receipts in 1939 ranged from 6 million in May to 3.5 million in October and, allowing for the usual lag, paralleled the trend of initial claim receipts. (See chart 7.) For the 17 States for which data for 1938 and 1939 are comparable, the number of continued claims received decreased 40 percent in 1939. Declines of 60 percent or more were noted for Connecticut, North Carolina, and West Virginia. Louisiana, in which continued claims were 20 percent higher than in 1938, was the only State in this group to show an increase.

For the Nation as a whole, the ratio of continued to initial claims filed in 1939 was 6 to 1. Among the States the ratio ranged from 4 to 1 in Michigan to 11 to 1 in the District of Columbia.<sup>9</sup>

<sup>7</sup> Alabama, Connecticut, District of Columbia, Minnesota, New Hampshire, and Pennsylvania.

<sup>8</sup> Does not include data for New York for period January-March 1939. Data on continued claims in New York were not reported until April 1939.

<sup>9</sup> Comparable data are not available for all States, particularly since some States excluded additional claims in their count of initial claims.

## Interstate Claims

The first indication of the possible scope of the interstate benefit payment plan was afforded by the reporting program in 1939. During the year approximately 324,000 initial out-of-State claims were received by participating agencies (table 8).<sup>10</sup> Nine States<sup>11</sup>—all important industrial areas—received claims as liable States from all other jurisdictions; 6<sup>12</sup> received claims as liable States from all but 1 of the other jurisdictions. In only 6<sup>13</sup> jurisdictions were claims received from less than 40 others.

As might be expected, the majority of the out-of-State initial claims received by most jurisdictions were filed in neighboring States (chart 8). In New Hampshire, for example,

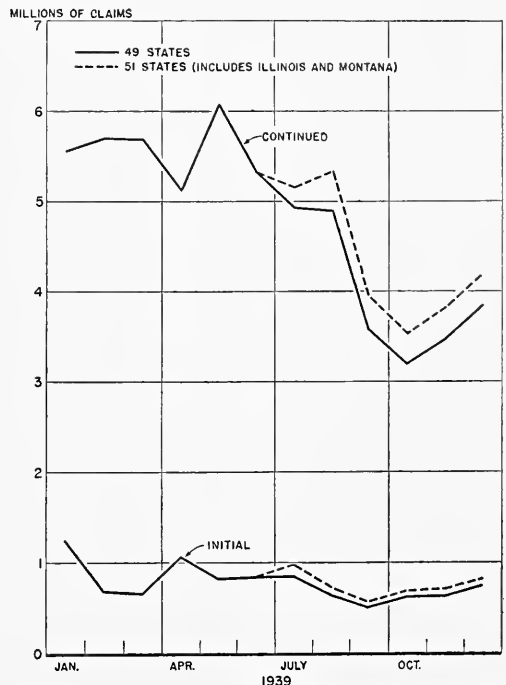
<sup>10</sup> As of Dec. 31, 1939, all jurisdictions, with the exception of the District of Columbia which did not accept claims as a liable State, were fully participating in the plan.

<sup>11</sup> California, Illinois, Massachusetts, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.

<sup>12</sup> Colorado, Florida, Indiana, Missouri, New Jersey, and Texas.

<sup>13</sup> Delaware, Hawaii, Maine, North Dakota, South Dakota, and Vermont.

**Chart 7.—Unemployment compensation: Number of initial and continued claims received in local offices, 1939<sup>1</sup>**



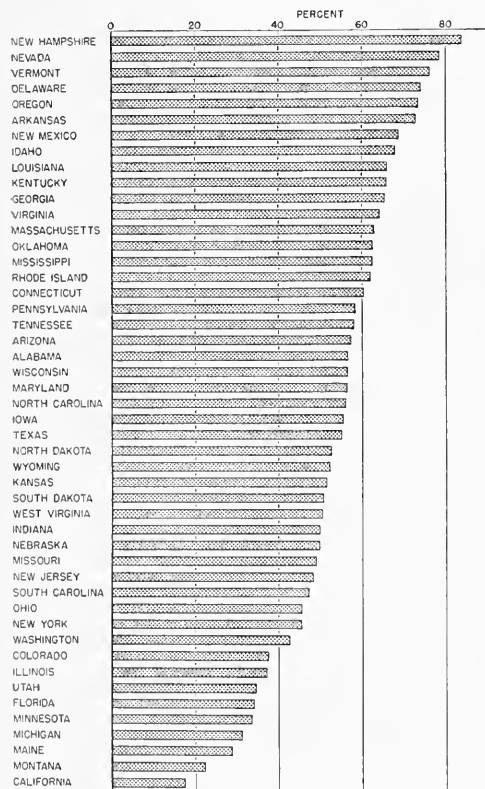
<sup>1</sup> See tables 5 and 6, pp. 108 and 109. New York continued claims, January-March, estimated.



more than 80 percent of initial out-of-State claims received were transmitted from bordering States and in 16 other jurisdictions more than 60 percent of all out-of-State claims received came from adjacent States. California received the smallest proportion of liable claims from contiguous States and relatively small proportions were received by Maine and Montana. The largest volumes of claims sent from one State to another were those forwarded by Pennsylvania to New York, Oklahoma to Texas, California to Arizona, Massachusetts to New Hampshire, Washington to Alaska, and by New York to Connecticut.

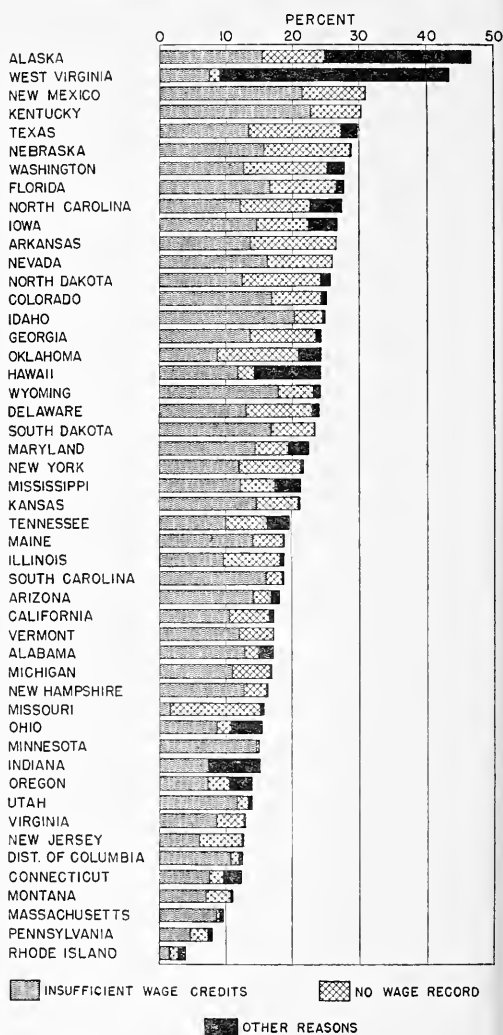
California accepted about  $1\frac{1}{2}$  times as many claims as agent State as it received as liable State.

Chart 8.—Unemployment compensation: Percentage of out-of-State initial claims received by liable States from contiguous agent States, 1939<sup>1</sup>



<sup>1</sup> See table 8, p. 112.

Chart 9.—Unemployment compensation: Percentage of new claims disallowed on first determination, by reason for disallowance, 1939<sup>1</sup>



<sup>1</sup> See table 7, p. 111.

Of the claims for which it acted as agent, approximately 8 percent were sent to Arizona, 7 percent to New York, and between 5 and 6 percent to Illinois, Missouri, Oklahoma, and Texas. California acted as chief agent not only for all contiguous States but also for Colorado, Hawaii, Illinois, Iowa, Minnesota, Missouri, Montana, Nebraska, and Utah.



Although a number of States accepted approximately the same number of claims as agent States as were received as liable States, marked differences in the relationship appear in data for others. Alaska, which received about 8½ times more claims for which it was liable than for which it acted as an agent, was outstanding among the jurisdictions which received an appreciably greater proportion of claims for which they were liable. Most of the claims received by Alaska originated in Washington—a State from which workers migrate into the

Territory for the duration of the fish-canning season and then return.

### Disallowed Claims

Of the 6.6 million new claims filed during the calendar year, approximately one-fifth were disallowed on first determination, principally because the claimants had insufficient wage credits or covered employment during the base period. Among individual jurisdictions, Alaska and West Virginia disallowed more than 40 percent of new

Table 12.—Unemployment compensation: Workers receiving benefits during week ended nearest fifteenth of month, by States and by months, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Week ended nearest fifteenth of—											
	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	(1)	769,770	833,159	685,073	776,006	802,209	1,764,885	2,707,235	2,729,929	501,714	637,029	658,295
Alabama.....	17,307	11,701	9,679	8,046	12,066	11,327	12,651	12,773	11,593	8,443	8,734	9,586
Alaska.....	0	0	932	699	940	451	329	251	193	353	473	473
Arizona.....	2,767	2,839	2,837	2,985	2,943	2,639	2,623	2,452	1,958	2,549	2,549	2,293
Arkansas.....	0	6,327	6,196	6,679	6,112	6,670	5,977	5,696	4,920	3,649	3,894	4,787
California.....	63,742	71,776	85,702	81,851	75,725	72,219	62,121	59,868	54,225	53,898	73,694	77,365
Colorado.....	0	7,914	10,440	10,205	9,367	7,783	8,569	5,996	3,856	2,771	4,292	5,081
Connecticut.....	(1)	15,422	11,137	7,006	10,482	8,589	7,574	10,282	11,243	6,142	6,025	6,274
Delaware.....	0	3,202	2,930	2,024	1,548	1,429	1,590	1,145	1,465	1,204	1,159	1,302
District of Columbia.....	5,038	5,351	4,738	3,839	2,749	2,596	3,386	2,808	2,966	2,339	2,647	2,849
Florida.....	0	2,418	5,363	3,861	4,479	6,162	8,559	12,822	17,345	13,850	9,418	6,995
Georgia.....	0	7,782	12,029	11,813	12,064	11,115	11,438	11,865	10,920	6,522	7,699	8,141
Hawaii.....	0	181	304	661	780	780	616	511	518	987	1,107	1,177
Idaho.....	5,000	9,500	8,399	7,500	3,500	1,750	1,235	1,132	1,138	533	924	1,343
Illinois.....	0	0	0	0	0	0	0	47,038	70,416	43,772	53,541	55,228
Indiana.....	39,424	36,695	22,535	17,947	20,162	22,458	21,696	22,109	14,307	8,799	13,725	12,651
Iowa.....	19,296	21,317	19,491	12,479	8,487	10,078	8,102	6,620	5,967	3,624	4,314	5,830
Kansas.....	0	9,253	10,411	7,345	5,564	4,935	3,321	3,141	3,174	2,735	3,724	3,979
Kentucky.....	0	8,800	16,215	18,108	14,166	12,883	10,597	10,597	9,223	6,416	4,856	4,594
Louisiana.....	13,716	18,540	16,632	14,860	15,637	15,961	13,321	13,089	12,892	9,658	8,970	10,086
Maine.....	8,300	11,630	7,590	6,990	8,663	8,917	7,308	4,802	5,293	5,036	6,335	8,478
Maryland.....	14,200	18,700	13,036	7,974	14,050	12,074	10,794	11,340	10,593	6,071	7,796	9,100
Massachusetts.....	(1)	31,000	26,833	29,116	30,734	29,622	29,122	30,963	32,312	27,327	33,463	33,502
Michigan.....	64,400	43,771	41,300	39,900	33,183	49,545	63,067	90,059	67,119	30,620	33,876	30,644
Minnesota.....	15,061	15,170	20,406	16,400	13,094	9,018	10,042	8,135	8,129	6,483	7,611	11,020
Mississippi.....	8,069	8,537	7,162	4,089	4,021	4,228	3,453	3,542	2,106	3,853	4,826	4,826
Missouri.....	0	10,948	16,769	12,386	13,760	13,359	10,311	12,686	12,470	7,707	12,388	13,120
Montana.....	0	0	0	0	0	0	0	2,087	2,589	2,985	3,630	3,955
Nebraska.....	0	5,452	5,505	4,309	2,942	1,747	1,590	1,659	1,546	1,491	1,830	2,458
Nevada.....	0	1,354	1,444	1,482	1,687	1,173	1,088	1,668	1,046	900	1,311	1,482
New Hampshire.....	5,153	3,333	3,250	3,615	3,706	5,006	3,197	2,657	3,012	2,233	4,480	5,077
New Jersey.....	(1)	37,160	52,746	39,417	32,013	30,442	27,881	24,812	20,875	13,711	21,968	18,935
New Mexico.....	2,486	2,766	2,357	2,191	1,722	2,251	2,251	2,209	2,447	1,564	1,790	2,127
New York.....	63,864	103,767	96,882	46,772	111,124	163,890	118,843	113,661	105,621	68,187	119,929	113,478
North Carolina.....	16,200	21,000	17,500	10,863	12,640	19,439	20,833	16,504	13,145	8,162	8,046	8,630
North Dakota.....	0	1,692	2,299	1,773	2,046	1,048	873	662	453	374	619	766
Ohio.....	0	34,935	66,632	66,418	62,210	56,632	55,629	52,078	39,246	26,284	25,436	25,670
Oklahoma.....	7,049	12,493	12,721	8,961	8,236	6,826	5,041	5,230	4,857	4,681	6,315	6,540
Oregon.....	6,051	7,016	8,489	8,524	5,241	5,088	3,977	2,819	3,074	3,084	4,074	4,361
Pennsylvania.....	(1)	49,092	71,865	75,886	116,270	88,751	114,808	99,262	70,780	50,094	57,430	62,355
Rhode Island.....	8,450	10,141	10,773	11,172	13,181	15,355	14,358	14,526	14,818	10,193	7,518	9,114
South Carolina.....	4,747	5,424	4,188	6,679	6,205	5,210	7,054	4,182	4,328	4,301	5,039	5,668
South Dakota.....	0	1,591	2,160	1,713	1,185	762	623	(2)	(2)	441	450	632
Tennessee.....	12,425	10,717	11,708	9,971	10,327	12,650	9,445	11,257	11,619	6,903	11,115	10,798
Texas.....	(1)	24,657	25,853	13,648	12,850	12,376	13,114	12,017	13,260	9,531	12,309	13,517
Utah.....	3,457	4,806	5,246	3,077	3,509	2,294	949	757	1,138	770	1,096	1,062
Vermont.....	1,365	1,449	1,631	1,377	1,414	1,053	735	757	1,138	770	1,096	1,062
Virginia.....	10,608	11,354	11,915	9,114	12,816	13,748	11,188	9,898	8,185	5,361	5,911	7,107
Washington.....	0	19,607	17,847	13,022	11,665	8,648	8,498	6,572	5,475	5,666	8,049	9,971
West Virginia.....	(1)	8,116	9,672	1,728	4,828	12,682	14,213	11,446	8,287	5,200	3,709	3,204
Wisconsin.....	13,610	9,483	7,544	6,065	5,804	5,967	6,038	6,136	5,982	3,993	5,028	6,344
Wyoming.....	0	2,802	3,066	2,162	2,375	2,006	1,716	1,297	1,107	755	1,056	1,688

<sup>1</sup> Data not reported for January by Connecticut, Massachusetts, New Jersey, Pennsylvania, Texas, and West Virginia.

<sup>2</sup> South Dakota agency suspended operations July 28–Sept. 26.

<sup>3</sup> Benefits first payable July 1939.



claims on first determination; 13 other jurisdictions<sup>14</sup> disallowed at least one-fourth of all new claims.

Insufficient wage credits was the reason given for disallowance of 55 percent of the total number of claims disallowed in 1939; 33 percent of the total were disallowed because the claimants had no record of covered employment by liable em-

ployers; and 11 percent for "other" reasons.<sup>15</sup> For the 49 jurisdictions reporting, 10 percent of all new claims were disallowed on first determination because of insufficient wage credits. In Idaho, Kentucky, and New Mexico, at least 20 percent of all new claims were disallowed for this reason; 8 other States<sup>16</sup> disallowed 15 percent or more. On the other hand, only 1.7 percent

<sup>14</sup> Excludes data for Louisiana and Wisconsin, which did not report reasons for disallowance.

<sup>15</sup> Alaska, Colorado, Florida, Nebraska, Nevada, South Carolina, South Dakota, and Wyoming.

**Table 13.—Unemployment compensation: Beneficiaries exhausting wage credits,<sup>1</sup> by States and by months, 1939**

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	3,108,346	235,725	336,962	400,247	244,127	297,423	313,453	238,009	266,506	210,096	185,898	188,887	191,013
Alabama.....	38,226	4,258	4,160	4,352	2,538	3,208	4,074	2,754	4,051	2,990	2,428	1,908	1,505
Alaska.....	11,826	0	19	47	47	199	138	55	96	47	69	56	90
Arizona.....	904	1,172	1,324	1,037	1,274	826	771	1,058	875	593	904	744	744
Arkansas.....	19,410	0	1,445	3,683	3,410	2,497	1,931	1,661	1,165	822	951	874	971
California.....	225,552	17,663	19,713	26,640	20,183	20,755	23,637	17,048	17,629	13,200	13,058	18,174	17,852
Colorado.....	15,658	0	151	1,608	1,426	2,679	2,391	1,957	1,645	1,072	773	816	1,140
Connecticut.....	43,183	2,878	5,885	6,305	3,258	5,367	5,547	1,056	1,897	3,238	3,714	2,053	1,985
Delaware.....	7,160	0	650	1,453	890	775	506	532	549	484	487	398	466
District of Columbia <sup>2</sup> .....	12,593	1,007	961	1,149	863	730	787	689	1,375	1,192	1,168	976	1,496
Florida.....	41,877	0	183	1,659	1,978	3,060	2,926	3,379	4,540	3,266	7,538	4,428	3,420
Georgia.....	38,392	0	664	3,567	3,457	5,165	6,049	3,861	3,918	3,483	2,650	2,902	2,726
Hawaii <sup>3</sup> .....	1,414	0	36	61	79	131	145	131	120	95	168	185	263
Idaho.....	10,319	421	1,277	2,354	1,440	1,597	829	491	429	306	267	386	582
Illinois <sup>4</sup> .....	52,828	0	0	0	0	0	0	0	753	9,731	12,895	16,170	13,279
Indiana.....	68,048	10,685	11,023	10,599	6,173	5,226	5,202	4,260	3,990	3,502	2,808	2,350	2,760
Iowa.....	44,026	4,788	5,142	7,764	6,000	4,775	3,776	2,641	2,535	2,331	1,493	1,129	2,092
Kansas.....	21,354	0	1,235	3,973	3,464	2,678	2,620	1,249	1,100	1,421	921	1,322	1,333
Kentucky.....	26,290	0	8	746	804	6,044	4,370	3,680	3,386	1,997	2,219	1,521	1,515
Louisiana.....	39,551	504	2,057	4,127	2,920	3,472	5,303	4,386	4,364	4,166	3,011	2,608	2,573
Maine <sup>5</sup> .....	18,721	3,092	4,431	4,116	678	196	773	635	562	934	826	963	1,215
Maryland.....	46,982	6,588	7,919	7,301	3,890	3,802	3,330	2,651	2,750	2,432	2,145	2,032	2,142
Massachusetts.....	297,189	22,030	19,848	25,823	20,836	22,125	40,442	19,930	29,662	32,223	25,879	19,824	18,558
Michigan.....	11,388	25,381	16,935	20,204	13,570	14,422	14,422	13,570	7,214	7,411	6,503	5,930	5,930
Minnesota.....	48,250	4,579	4,443	9,652	7,903	6,356	3,757	1,784	1,983	1,868	1,836	1,861	2,218
Mississippi.....	18,271	2,057	2,442	3,324	1,241	1,339	1,195	727	1,117	1,170	712	1,812	1,135
Missouri.....	54,939	0	1,778	8,532	4,875	7,306	5,968	2,970	6,471	4,971	2,813	4,602	4,653
Montana <sup>6</sup> .....	1,052	0	0	0	0	0	0	0	0	0	0	563	489
Nebraska.....	14,802	0	1,377	3,497	2,676	2,382	1,314	845	604	374	454	514	765
Nevada.....	3,070	0	121	660	157	145	465	307	252	221	209	219	314
New Hampshire.....	9,581	970	759	984	776	779	1,088	470	706	836	590	722	1,001
New Jersey.....	110,954	0	3,209	19,468	16,242	14,601	11,155	9,816	9,070	7,570	5,636	6,859	7,328
New Mexico.....	5,652	80	223	509	779	636	612	388	453	406	608	489	469
New York <sup>7</sup> .....	596,287	51,889	129,886	105,534	19,565	22,242	50,790	55,409	55,394	24,634	22,027	30,185	28,732
North Carolina <sup>8</sup> .....	18,446	(3)	(3)	(3)	2,347	3,222	1,451	2,046	1,938	2,364	1,937	1,706	1,435
North Dakota.....	4,061	0	188	1,574	1,041	653	358	198	199	130	117	205	198
Ohio <sup>9</sup> .....	75,940	0	4,004	6,533	18,098	12,998	8,137	10,599	7,776	8,349	5,137	5,386	5,386
Oklahoma.....	37,837	1,492	4,004	5,673	4,367	3,590	2,940	3,665	2,048	1,938	2,139	2,710	2,710
Oregon.....	29,383	3,051	2,772	4,267	3,850	2,397	1,988	1,881	1,800	1,474	276	2,125	2,502
Pennsylvania <sup>10</sup> .....	447,132	46,416	44,446	45,840	41,797	53,556	53,001	38,728	39,911	27,156	20,363	17,278	18,641
Rhode Island.....	47,834	2,660	2,969	3,590	3,337	4,037	3,471	3,292	6,078	5,489	4,243	4,364	4,404
South Carolina <sup>11</sup> .....	19,413	2,170	2,015	2,187	2,281	2,036	1,701	1,642	1,836	1,029	743	853	920
South Dakota <sup>12</sup> .....	2,531	0	17	410	439	462	810	418	(0)	427	358	123	197
Tennessee <sup>13</sup> .....	18,112	3,773	4,032	5,486	3,250	3,952	3,642	1,918	2,215	2,030	2,542	2,542	2,542
Texas.....	96,098	0	8,321	10,340	8,953	18,081	9,831	7,773	7,693	7,203	6,231	7,353	7,353
Utah.....	11,686	947	2,091	2,419	1,617	1,643	998	229	386	341	575	666	666
Vermont.....	3,753	336	383	535	519	467	265	229	211	190	118	201	299
Virginia.....	40,301	3,404	2,515	5,155	4,219	3,740	3,842	4,245	4,252	2,788	2,258	1,903	1,985
Washington.....	53,229	0	2,466	8,642	7,582	10,398	6,490	4,219	3,338	1,773	1,829	2,436	4,056
West Virginia <sup>14</sup> .....	32,794	4,944	4,504	5,510	902	94	297	311	8,506	2,354	2,715	1,407	1,250
Wisconsin <sup>15</sup> .....	51,800	6,859	6,407	5,935	3,955	3,069	3,771	3,318	3,496	3,284	2,669	3,407	5,122
Wyoming.....	6,610	0	620	2,192	1,132	801	544	475	356	298	232	302	478

<sup>1</sup> See definition, p. 147. Some workers exhausted credits more than once during the year.

<sup>2</sup> See footnotes 3 and 4.

<sup>3</sup> Data for January–March not reported by North Carolina.

<sup>4</sup> South Dakota agency suspended operations July 28–Sept. 26.

<sup>5</sup> Represents beneficiaries exhausting maximum benefit rights, which are based on weeks of employment instead of wages earned in base period. Hawaii changed from weeks-of-employment basis to wages-earned basis effective May 12, 1939.

<sup>6</sup> Benefits first payable July 1939.

<sup>7</sup> Represents beneficiaries exhausting rights established after uniform duration became effective as well as those whose duration was determined under earlier provisions. Montana and Ohio have had uniform duration since benefits first became payable.

<sup>8</sup> Beneficiaries exhausting wage credits as reported by local offices.



**Table 14.—Unemployment compensation: Funds available for benefits at beginning and end of year, contributions and interest, benefits paid, and ratio of benefits to contributions and interest, by States, 1939<sup>1</sup>**[Data reported by State agencies,<sup>2</sup> corrected to Mar. 15, 1940]

[Amounts in thousands]

State	Month and year benefits first payable	Funds available for benefits, Jan. 1, 1939 <sup>3</sup>	Contributions <sup>4</sup>	Interest	Benefits paid <sup>5</sup>	Funds available for benefits, Dec. 31, 1939 <sup>6</sup>	Ratio (percent) of—		
							1939 benefits to 1939 contributions	Benefits to contributions since benefits first payable	Total benefits to cumulative contributions and interest <sup>7</sup>
<b>Total</b>		\$1,110,625	\$824,876	\$32,192	\$429,298	<sup>7</sup> \$1,537,797	<sup>8</sup> 54.4	64.8	34.9
Alabama *	Jan. 1938	7,403	8,497	234	4,285	11,849	50.4	82.7	51.2
Alaska	Jan. 1939	885	547	22	350	1,104	64.0	64.0	24.1
Arizona	Jan. 1938	1,937	2,154	54	1,519	2,626	70.5	86.9	56.6
Arkansas	Jan. 1939	5,309	5,434	150	1,816	7,077	52.9	52.9	20.4
California *	Jan. 1938	107,636	77,326	3,145	38,546	149,551	49.8	44.6	29.4
Colorado	Jan. 1939	8,944	5,040	241	3,465	10,760	68.8	68.8	24.4
Connecticut	Jan. 1938	16,266	16,684	545	5,126	<sup>7</sup> 27,771	30.7	58.8	38.0
Delaware	Jan. 1939	3,915	2,388	118	711	5,710	29.8	29.8	11.1
District of Columbia	Jan. 1938	10,782	6,763	328	1,423	16,450	21.0	23.6	15.8
Florida	Jan. 1939	9,871	6,486	295	3,503	13,149	54.0	54.0	21.0
Georgia	do	15,502	8,019	429	3,238	20,712	40.4	40.4	13.5
Hawaii	do	3,250	1,851	99	286	4,914	15.5	15.5	5.5
Idaho	Sept. 1938	3,211	2,001	65	2,193	3,084	109.6	100.9	45.3
Illinois	July 1939	117,940	68,132	3,755	16,783	173,044	<sup>8</sup> 49.9	49.9	8.8
Indiana	Apr. 1938	22,856	20,900	683	10,217	34,227	48.9	81.6	43.7
Iowa	July 1938	11,446	8,187	296	5,224	14,705	63.8	64.4	34.7
Kansas	Jan. 1939	10,181	5,441	293	2,288	13,627	42.1	42.1	14.4
Kentucky *	do	18,936	11,095	543	4,863	25,711	43.8	43.8	15.9
Louisiana *	Jan. 1938	12,805	9,808	341	5,934	17,020	60.5	53.1	36.9
Maine	do	2,456	4,094	65	3,027	3,588	73.9	104.2	67.8
Maryland	do	9,269	12,108	296	5,747	15,926	47.5	71.4	49.9
Massachusetts	do	51,730	37,786	1,526	19,651	71,371	52.0	63.4	39.6
Michigan	July 1938	37,723	45,157	1,041	37,114	46,807	82.2	130.8	62.2
Minnesota	Jan. 1938	16,127	14,285	458	7,598	23,272	53.2	59.8	40.4
Mississippi	Apr. 1938	3,347	2,208	86	1,444	4,197	65.4	71.4	40.5
Missouri	Jan. 1939	19,597	19,597	1,011	5,461	49,183	27.9	27.9	10.0
Montana	July 1938	4,772	2,746	145	765	6,898	<sup>8</sup> 56.2	56.2	10.0
Nebraska	Jan. 1939	7,082	3,919	206	1,304	9,903	33.3	33.3	11.6
Nevada	do	1,528	947	40	815	1,700	86.1	86.1	32.4
New Hampshire	Jan. 1938	4,350	2,846	116	1,549	5,763	54.4	76.5	42.6
New Jersey *	Jan. 1939	66,691	45,764	1,998	14,906	99,517	32.6	32.6	13.0
New Mexico	Dec. 1938	2,472	1,429	64	1,226	2,739	85.8	85.9	31.1
New York	Jan. 1938	138,959	116,235	3,799	80,019	178,974	68.8	69.3	48.8
North Carolina	do	11,195	11,147	343	4,395	18,290	39.4	60.3	40.3
North Dakota	Jan. 1939	1,897	987	51	545	2,390	55.2	55.2	18.6
Ohio	do	97,884	55,427	2,838	23,662	132,487	42.7	42.7	15.2
Oklahoma	Dec. 1938	13,202	5,587	330	4,241	14,878	75.9	70.2	22.5
Oregon	Jan. 1938	6,080	5,670	159	4,053	7,856	71.5	85.3	55.9
Pennsylvania	do	70,585	78,587	1,968	54,602	96,538	69.5	84.9	56.6
Rhode Island *	do	6,960	8,171	196	5,746	9,581	70.3	92.0	61.1
South Carolina	July 1938	7,863	3,849	214	2,143	9,783	55.7	46.0	21.9
South Dakota	Jan. 1939	1,977	1,126	57	394	2,766	35.0	35.0	12.5
Tennessee	Jan. 1938	8,577	8,696	268	4,578	12,963	52.6	69.3	45.3
Texas	do	32,783	22,567	944	10,707	45,587	47.4	45.3	30.5
Utah	do	2,240	2,687	67	1,694	3,300	63.0	87.0	55.7
Vermont	do	2,042	1,526	57	574	3,051	37.6	47.5	31.4
Virginia	do	11,254	10,099	342	4,488	17,207	44.4	55.0	37.0
Washington	Jan. 1939	18,891	8,936	491	6,146	22,172	68.8	68.8	21.7
West Virginia	Jan. 1938	7,217	9,974	216	4,213	13,194	42.2	86.1	55.2
Wisconsin	July 1936	37,960	14,620	1,068	3,567	50,081	24.4	<sup>10</sup> 42.0	23.2
Wyoming	Jan. 1939	2,401	1,396	61	1,154	2,704	82.7	82.7	29.9

<sup>1</sup> With transfer of coverage of interstate railroads to Railroad Retirement Board effective July 1, 1939, State agencies discontinued collection of contributions and payment of benefits with respect to employees of interstate railroads.

<sup>2</sup> Except interest earned on funds in State accounts in the unemployment trust fund which is credited and reported by the U. S. Treasury in the last month of each quarter.

<sup>3</sup> Represents sum of balances in State clearing account, benefit-payment account, and unemployment trust fund clearing maintained in the U. S. Treasury.

<sup>4</sup> Includes contributions plus penalties and interest collected from employers during 1939. Figures adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia and Michigan, in which rate is 3 percent; in New York, rate is 3 percent for employers covered by State law but not covered by Federal unemployment tax; employers covered by the Federal tax pay 2.7 percent. Employee contributions are collected in 6 States (footnote 9).

<sup>5</sup> Adjusted for voided benefit checks.

<sup>6</sup> Ratios are comparable only among States initiating benefit payments at the same time, because cumulative contributions and interest include reserves accumulated before benefits became payable and reserves are related to the length of period of accumulation as well as to contribution rates during that period.

<sup>7</sup> Under provision of the Connecticut law, administrative grants equal to preliminary and "liquidating" amount to be transferred to railroad unemployment insurance account are to be withheld by Social Security Board, and State is permitted to withdraw from unemployment compensation funds amount necessary for administrative purposes up to the amount so withheld. As of Dec. 31, 1939, \$598,524 had been withheld.

<sup>8</sup> Figures for Illinois and Montana represent ratio of benefits to contributions since benefits first payable.

<sup>9</sup> Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and 1.5 percent in Rhode Island.

<sup>10</sup> Computed on basis of contributions and benefits charged since Jan. 1, 1938.



were disallowed in Missouri and Rhode Island for this reason and in Pennsylvania less than 5 percent. Many States disallowed a substantially greater proportion of new claims for this reason

in the second half of 1939 than in the first, since some of these States had amended their laws during the year, requiring higher qualifying wages as a condition of eligibility on claims filed after July 1.

Table 15.—Unemployment compensation: Claims and benefit payments, by States, 1938 and 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Month and year benefits first payable	Claims received in local offices				Amount of benefit payments <sup>1</sup>					
		Initial		Continued		All payments		Total unemployment		Partial unemployment <sup>2</sup>	
		1938	1939	1938	1939	1938	1939	1938	1939	1938	1939
Total		9,565,271	9,764,758	4,795,606	5,533,762	\$306,400,428	\$429,820,056	\$363,330,675	\$401,478,677	\$14,000,460	\$20,971,096
Alabama	Jan. 1938	201,217	105,642	1,500,425	613,536	8,130,815	4,295,367	6,809,921	3,548,085	1,291,224	742,388
Alaska	Jan. 1939		4,063		22,869		946,149		\$327,633		\$12,116
Arizona	Jan. 1938	30,637	26,964	221,622	181,972	1,905,663	1,623,623	1,905,663	1,470,510	0	53,013
Arkansas	Jan. 1939		80,549		443,827		1,816,363		1,667,828		90,081
California	Jan. 1938	693,720	740,800	4,042,705	4,941,800	23,748,330	38,891,849	23,147,251	35,072,911	452,244	2,188,979
Colorado	Jan. 1939		70,578		440,576		3,471,434		3,154,902		313,281
Connecticut	Jan. 1938	354,735	154,055	1,900,743	751,640	12,258,902	5,121,494	7,939,802	4,779,401	747,610	324,006
Delaware	Jan. 1939		21,458		102,240		711,588		671,256		39,644
District of Columbia	Jan. 1938	43,991	23,298	395,020	263,508	1,673,208	1,430,715	1,570,429	1,339,028	102,779	65,431
Florida	Jan. 1939		116,528		742,652		3,604,100		3,061,893		217,356
Georgia	do		140,893		788,965		3,239,556		3,083,413		156,239
Hawaii	do		8,265		34,318		286,679		263,468		23,211
Idaho	Sept. 1938	18,965	30,602	77,710	268,270	366,362	2,170,252	366,129	1,823,862	233	\$346,367
Illinois	July 1939		453,390		1,971,063		16,797,058		14,810,738		2,250,824
Indiana	Apr. 1938	225,806	129,392	1,637,291	1,400,486	16,308,662	10,254,330	14,552,176	8,976,644	1,786,836	1,277,541
Iowa	Jan. 1938	62,335	95,307	448,412	813,025	2,556,301	5,357,728	2,474,057	4,827,647	82,244	250,892
Kansas	Jan. 1939		73,051		393,543		2,288,232		2,037,340		250,892
Kentucky	do		112,930		983,776		4,866,622		4,798,898		39,446
Louisiana	Jan. 1938	134,365	132,917	769,543	922,262	4,007,349	5,939,987	1,953,665	5,337,592	2,052,945	392,068
Maine	do	126,102	104,037	818,375	656,699	4,524,554	3,044,164	3,719,741	2,574,090	804,813	438,673
Maryland	do	288,648	101,708	1,502,634	994,212	10,148,804	5,763,861	7,627,450	4,501,306	4,415,712	533,601
Massachusetts	do	626,965	615,332	2,512,694	2,428,963	27,227,990	19,694,108	27,227,990	16,622,556	(?)	241
Michigan	July 1938	684,142	821,849	3,509,362	2,962,103	39,907,306	37,160,575	39,907,306	34,140,030	(?)	3,020,844
Minnesota	Jan. 1938	179,693	103,002	1,278,838	1,049,275	8,199,515	7,401,237	8,095,902	6,963,019	103,613	355,116
Mississippi	Apr. 1938	67,639	61,649	394,649	362,868	1,416,037	1,466,939	1,416,037	1,419,491	(?)	21,693
Missouri	Jan. 1939		198,670		1,188,282		5,644,683		5,008,386		461,246
Montana	July 1939		18,072		91,221		765,210		765,002		(?)
Nebraska	Jan. 1939		45,341		226,177		1,304,517		1,281,474		22,840
Nevada	do		73,145		79,145		815,636		765,124		\$57,418
New Hampshire	Jan. 1938	117,042	39,300	559,135	318,484	2,738,925	1,652,830	2,420,395	1,331,936	311,812	219,644
New Jersey	Jan. 1939		375,775		2,252,818		14,910,924		14,880,114		(?)
New Mexico	Dec. 1938	4,394	36,097	1,017	176,399	9,210	1,226,364	8,969	1,131,304	241	94,909
New York	Jan. 1938	2,589,806	860,542	(?)	7,208,000	89,333,940	79,949,429	89,333,940	79,949,429	(?)	2,250,824
North Carolina	do	400,445	263,429	3,445,629	1,280,183	8,211,139	4,113,222	(?)	3,987,148	(?)	37,066
North Dakota	Jan. 1939		11,327		83,239		645,355		507,738		1,457,990
Ohio	do		361,044		3,668,829		23,687,438		20,621,427		357,197
Oklahoma	Dec. 1938	22,325	102,672	21,953	624,136	71,231	4,244,198	71,213	3,887,001	18	410,307
Oregon	Jan. 1938	188,320	125,202	761,813	541,201	5,920,891	4,072,595	5,416,335	3,655,602	504,556	(?)
Pennsylvania	do	71,090,431	648,631	9,229,875	6,446,200	71,627,819	54,675,767	71,627,819	52,615,321	(?)	(?)
Rhode Island	do	192,032	166,536	1,681,151	869,289	9,438,429	5,804,649	8,425,119	5,369,873	1,008,310	434,776
South Carolina	July 1938	31,410	113,623	203,546	652,598	595,194	2,146,168	364,823	1,455,399	230,371	686,813
South Dakota	Jan. 1939		11,377		77,436		394,183		363,885		29,921
Tennessee	Jan. 1938	194,246	120,412	1,906,484	1,045,103	6,145,583	4,581,561	5,938,876	4,231,141	206,707	329,503
Texas	do	316,759	275,806	1,803,291	1,171,799	9,422,572	10,664,495	8,930,340	9,792,295	492,232	\$59,923
Utah	do	58,633	48,453	302,289	225,889	2,468,058	1,096,263	2,406,990	1,656,357	56,098	113,895
Vermont	do	29,870	21,323	152,603	101,909	821,946	574,678	742,563	625,825	79,383	48,775
Virginia	do	149,046	125,860	835,777	793,764	5,639,763	4,493,407	4,783,665	4,125,020	856,098	265,713
Washington	Jan. 1939		138,755		796,016		6,182,809		5,692,908		559,595
West Virginia	Jan. 1938	187,947	207,444	2,141,257	855,832	12,066,581	9,250,112	10,150,939	3,801,562	1,875,642	303,441
Wisconsin	July 1938	330,585	155,664	1,440,863	795,459	9,524,359	3,675,481	8,985,200	3,369,856	639,159	300,499
Wyoming	Jan. 1939		21,275		110,611		1,153,770		964,704		170,319

<sup>1</sup> Unadjusted for voided benefit checks. For most States, figures for all payments include irregular payments undistributed by type of unemployment.

<sup>2</sup> Includes payments for part-total unemployment except where otherwise noted. Payments for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these States, only Mississippi provides for payments of less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment not effective until January 1940. Provision for payment of benefits for partial and part-total unemployment in Michigan became effective January 1939; in Nebraska, May 1939.

<sup>3</sup> Data not reported for January by California, Maine, and Oregon; for January-March by Massachusetts and Virginia; for May and June by Indiana; and for entire year by New York.

<sup>4</sup> Data not reported for January-March by New York.

<sup>5</sup> Data not reported for February-March by Connecticut; for February-July by Maryland; and for entire year by North Carolina.

<sup>6</sup> Data not reported for January by Alaska, Nevada, and Texas; for January-March by North Carolina; and for January-May by Idaho.

<sup>7</sup> Excludes additional claims.

<sup>8</sup> Data for February, March, and April for total unemployment only.

<sup>9</sup> Data for February and March for total unemployment only.

<sup>10</sup> Excludes additional claims September-December in Maryland and January-September in New Jersey.

<sup>11</sup> Payments for part-total unemployment included with payments for total unemployment.

<sup>12</sup> Excludes claims for partial unemployment.

<sup>13</sup> Payments for part-total unemployment included with payments for total unemployment January-August and with payments for partial unemployment September-December.



Another factor which may be reflected in the increased proportion of disallowances on grounds of insufficient wage credits during the second half of 1939 is that many new claims were filed during that period by workers who had been employed for short periods or in seasonal industries.

Complete lack of wage records in covered employment accounted for 6 percent of the disallowances made on first determination during the year. As with disallowances for insufficient wage credits, a larger proportion of claims were disallowed for this reason during the second half than during the first. In 10 of the States reporting,<sup>17</sup> between 10 and 14 percent of the total claimants were denied benefits because they had no records of covered employment.

Among the reasons for disallowance grouped as "other" are conditions derived from coverage or disqualifying provisions of State laws, such as exclusion of seasonal employment, duplicate filing of claims, and, in a few States, discharge for misconduct, voluntary leaving, refusal of suitable work, or the like. Disallowances for these reasons amounted to 2 percent of the first determinations of new claims. Among individual jurisdictions, notably high proportions of 22 and 34 percent were reported by Alaska and West Virginia, respectively. In Alaska, the high proportion was accounted for by seasonal provisions which limit benefits to certain portions of the year for seasonal workers. The high proportion for West Virginia reflected denial of benefits to workers involved in the coal dispute in the spring of 1939 as well as determinations on new claims for partial unemployment. Claims for partial unemployment are payable in that State on a quarterly basis and are disallowed when claimants earn more than the limit provided by the State law. Hawaii and Indiana were the only other jurisdictions in which disallowances for "other" reasons represented a relatively large proportion of the total dispositions of new claims.

Although about 14 percent of the first determinations were reopened for further consideration, the majority of reopened claims involved those for which benefits had been allowed. Of the 142,000 disallowed claims protested, somewhat more than two-thirds were reversed. The number of reversals for the country as a whole, however, was not of

sufficient volume to affect the relationship of allowances to disallowances as shown for first determinations. Only in a few States (Idaho, Michigan, Mississippi, Nevada, and Vermont) was the proportion of disallowances on first determination substantially reduced by subsequent reversals.

### *Exhaustion of Benefit Rights*

One measure of the adequacy of an unemployment compensation system is the rate at which claimants exhaust the rights which they have acquired under the provisions of the State law. Largely because of provisions in State laws which permitted redetermination of rights of claimants who had not drawn the maximum number of weekly benefits, it has been difficult to determine at monthly intervals how many claimants had temporarily or fully exhausted their credits. Changes in State laws from individual to uniform benefit years will obviate redeterminations of benefit rights (see p. 101) and will automatically limit the count to workers who have exhausted their credits by receiving benefits for the maximum duration permitted by the State statute.

Beginning with 1940, moreover, State reports will make it possible to determine the number of beneficiary weeks compensated, the average number of claimants receiving benefits, and the number of workers receiving first payments, by months and by States. These measures will provide an indication of the ratio of workers exhausting wage credits to the number receiving first or continued payments. Data will also be available to indicate on an annual basis the potential and actual duration of benefits, by States, providing a measure of the number of workers who were reemployed before they had exhausted their rights to benefits.

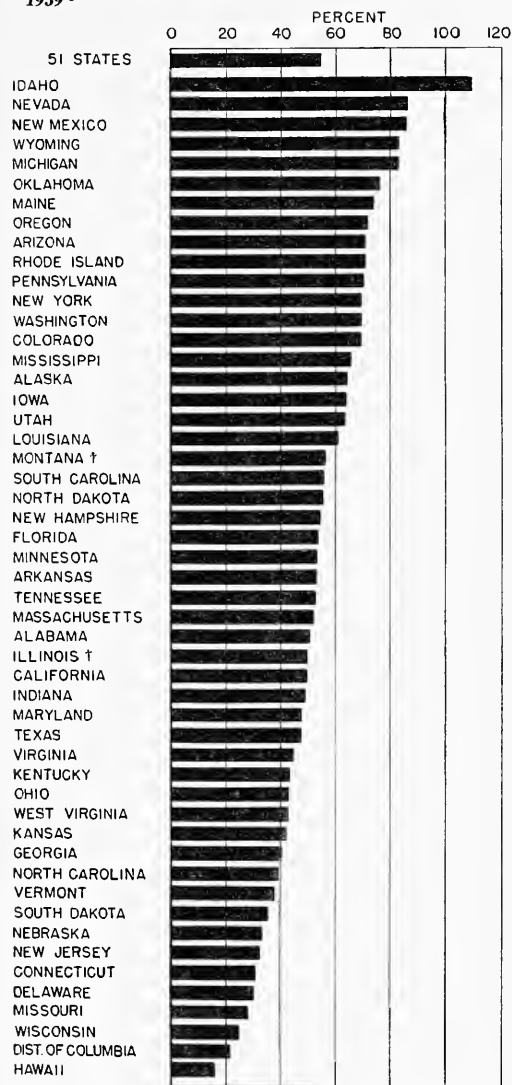
Data for 1939 and earlier years, however, do not permit such comparisons. The data in table 13 for claimants exhausting wage credits in 1939 include both temporary and complete exhaustions and do not provide a measure of the adequacy of duration provisions. From these data, however, an average monthly rate of workers exhausting wage credits was computed for the period June–November 1939 by relating the number of exhaustions in the month to the average weekly number of compensable continued claims. This measure is similar to a separation rate for employment and provides a rough measure of the degree to which duration provisions of the different

<sup>17</sup> Arkansas, Delaware, Florida, Missouri, Nebraska, North Carolina, North Dakota, Oklahoma, Texas, and Washington.



State laws take care of the unemployment of the covered-worker group. Although these measurements were made in a period of business recovery, it was found that 30 of the 46 States for which the ratio was computed showed an exhaustion rate of 25 percent or more. Among these States,

**Chart 10.—Unemployment compensation: Ratio of benefits paid to contributions collected, by States, 1939<sup>1</sup>**



<sup>1</sup> See table 14, p. 121.

† Represents ratio of benefits to collections since benefits first became payable in July 1939.

however, those which provided uniform duration of 16 weeks of benefits usually had comparatively low exhaustion rates.

### Unemployment Compensation Funds

Approximately \$1 billion was available for unemployment compensation benefits at the beginning of the year in the 49 States in which benefits were payable throughout 1939. At the close of the year this amount had increased 37.4 percent to nearly \$1.4 billion. This increase over 1938 was influenced by several factors—several jurisdictions shifted from a monthly to a quarterly collection basis; deposits of collections from interstate railroads and payment of benefits to railroad workers ceased after June 30, 1939; and reserves representing the amounts collected by States from interstate railroads were, after July 1, 1939, being transferred from State accounts to the railroad unemployment insurance account in the unemployment trust fund. Funds of States in the Rocky Mountain area were particularly affected by the transfer of railroad workers to the Federal system. Chart 11 shows amounts available for benefits on December 31, 1938, and indicates, for all jurisdictions, the changes in these amounts during 1939.

The reserves of several States increased considerably during the year. By the close of the year, California, Louisiana, Texas, Vermont, and Virginia had more than doubled the reserves accumulated prior to the initiation of benefit payments. The District of Columbia added amounts equivalent to 2½ times its original fund. Funds available in 10 other States<sup>18</sup> had by December 31, 1939, increased more than 50 percent over the original reserve. All these States, with the exception of Hawaii, began benefit payments prior to 1939. Only 2 States—Maine and Michigan—closed the year with less funds than were available when benefits were first payable. Although Idaho had a slightly larger fund at the year's end than on September 1, 1938, when benefits became payable, the increment was due entirely to interest earned by funds deposited in the Treasury.

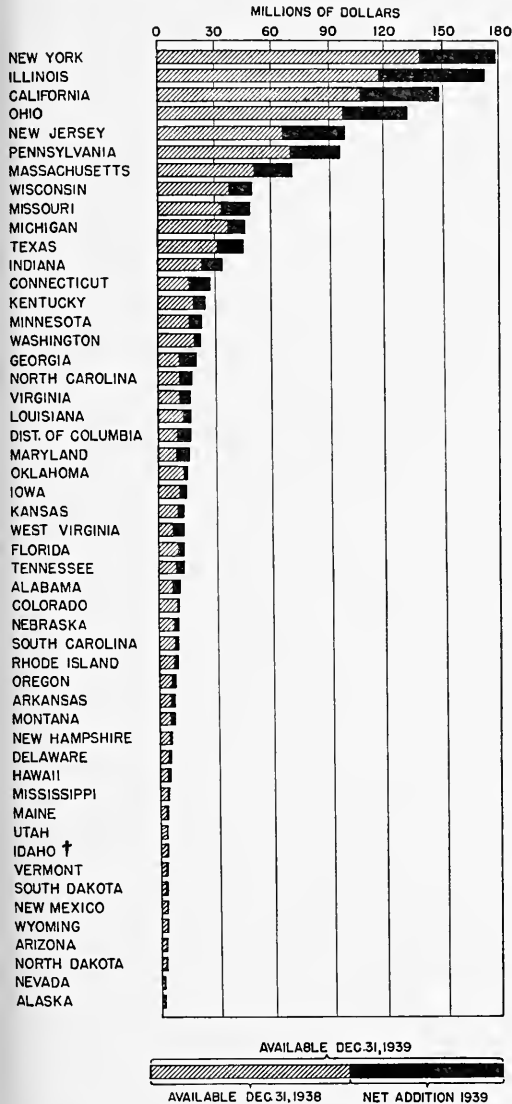
Despite the discontinuance of contributions by railroads to State unemployment compensation agencies, the contributions deposited in 1939 by the 23 States which paid benefits throughout 1938

<sup>18</sup> Connecticut, Hawaii, Maryland, Massachusetts, Minnesota, Mississippi, New York, North Carolina, South Carolina, and Tennessee.



rose almost 8 percent over 1938; the reserves in these States were approximately 78 percent higher at the end of the year than on January 1, 1938. These reserves would have been somewhat larger had not 4 States—New Hampshire, New York,

**Chart 11.—Unemployment compensation: Funds available for benefits, by States, Dec. 31, 1938, and Dec. 31, 1939<sup>1</sup>**



Oregon, and Rhode Island—shifted from a monthly to a quarterly collection basis at some time during 1939. Except for New York, Oregon, and Wisconsin, all of the 23 States collected larger amounts of contributions in 1939 than in the preceding year. The largest increase, more than 30 percent, was in Alabama; increases of more than 25 percent are recorded for Connecticut, Maine, Tennessee, and Utah. Declines for New York and Oregon were due to the shift to a quarterly collection basis; a decrease in contributions in Wisconsin resulted from rates lowered on the basis of experience rating.

Total benefit payments by all jurisdictions represented more than 54 cents of each \$1 of contributions collected during the year.<sup>19</sup> The net amounts of benefits paid in 1939 totaled \$429 million; contributions deposited totaled about \$825 million. Idaho, which disbursed almost \$1.10 for each \$1 of contributions, was the only State in which benefits exceeded contributions deposited during the year (chart 10). Michigan, Nevada, New Mexico, Oklahoma, and Wyoming paid 75 cents or more for each \$1 collected. The ratios of benefits to contributions ranged from 70 to 74 cents in benefits to each \$1 of contributions in Arizona, Maine, Oregon, and Rhode Island. Nine additional States<sup>20</sup> paid 60 cents or more for each \$1 collected since January 1, 1939. The lowest ratios of benefits to contributions were noted for Delaware, Hawaii, Missouri, the District of Columbia, and Wisconsin, each of which paid less than 30 cents in benefits for each \$1 collected.

Of the 31 States in which benefits were payable at some time in 1938, 3 paid more in benefits than they received in contributions for the period since benefits were payable. Data for Michigan show that although payments were somewhat less than collections in 1939, that State paid \$1.31 for each \$1 of collections during the whole period since benefits became payable. This situation is largely attributable to two factors, curtailed operations in the automobile industry during the summer of 1938 and the shift to a quarterly collection basis in July of the same year. Similarly, the \$1.04 paid in Maine for each \$1 of contributions resulted from relatively heavy disbursements in 1938. In Idaho, on the other hand, proportionately heavy

<sup>19</sup> Illinois and Montana are included only for the 6-month period during which benefits were payable.

<sup>20</sup> Pennsylvania, New York, Washington, Colorado, Mississippi, Alaska, Iowa, Utah, and Louisiana.

<sup>1</sup> See table 14.

<sup>2</sup> Funds available Dec. 31, 1939, less than amount available Dec. 31, 1938.



disbursements in 1939 were responsible for the relationship of slightly more than \$1 paid to each \$1 collected.

For the country as a whole, nearly 65 cents were disbursed in benefits for each \$1 collected since benefits were first payable.

The ratios of total benefits to cumulative contributions and interest are presented as indications of the status of the individual State funds. Comparisons among the States are significant only when collections were made and benefits paid during the same period of time.



# Placement Activities, 1939

THE COMPLETE INTEGRATION of public employment service and unemployment compensation in 1939 was, in effect, a recognition of the complementary nature of these two functions. Of greater immediate significance to placement activities, however, was the fact that by July 1939 unemployment benefits were being paid in all States. The effect of the unemployment compensation program was twofold. First, the expansion of State employment service facilities for benefit-payment functions throughout the United States automati-

cally expanded placement activities. Second, the increased diversity in the occupational coverage of public employment offices resulting from its integration with the insurance program greatly expanded employment service clientele, in terms both of employers and employees. Not unrelated to this expansion was the required registration of benefit claimants, which greatly augmented the file of active job seekers. This broadened active file made possible an increased emphasis on private-placement activity, particularly with respect to

Table 16.—*Employment service: Registrants in active file, by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	January	February	March	April	May	June	July	August	Septem-ber	October	Novem-ber	Decem-ber
Total.....	17,434,459	17,080,021	6,748,571	6,544,711	6,381,651	6,282,598	26,101,140	25,789,759	26,681,826	5,465,580	5,628,545	5,746,146
Alabama.....	153,831	142,673	140,831	137,605	130,365	131,932	134,436	128,662	121,539	125,385	155,634	149,339
Alaska.....	2,318	2,640	2,977	3,493	2,943	2,426	1,446	1,645	1,744	2,353	2,706	2,706
Arizona.....	24,680	25,668	25,625	25,047	24,334	23,848	22,361	22,636	21,708	21,830	20,575	21,748
Arkansas.....	80,533	83,260	77,783	78,090	77,822	76,385	78,429	75,132	71,916	61,648	58,819	57,167
California.....	354,379	374,655	419,428	416,820	407,984	408,254	400,084	386,867	381,954	386,296	460,878	634,375
Colorado.....	64,664	74,788	75,109	69,707	67,385	64,337	65,071	64,174	60,280	59,571	63,738	64,611
Connecticut.....	111,691	85,985	85,339	86,070	92,936	101,580	105,111	75,215	82,078	82,171	81,517	81,230
Delaware.....	17,777	18,927	13,601	11,741	13,268	13,667	13,250	13,299	13,662	12,874	12,106	11,536
District of Columbia.....	15,479	61,036	43,677	47,534	39,071	45,048	34,798	35,993	35,615	35,980	35,809	34,170
Florida.....	111,256	128,708	34,569	42,985	58,364	71,065	70,983	65,292	61,686	64,085	74,598	80,907
Georgia.....	155,551	163,884	176,471	178,434	174,112	167,758	176,260	180,077	177,273	174,079	184,213	187,783
Hawaii.....	6,082	6,933	7,882	8,466	8,992	9,294	8,517	8,295	9,121	9,706	8,837	9,651
Idaho.....	23,546	23,690	22,064	18,783	18,595	14,916	13,801	12,676	13,387	14,190	15,313	15,722
Illinois.....	303,097	299,507	297,629	161,075	148,093	166,886	186,149	221,118	190,021	198,679	206,548	181,668
Indiana.....	211,582	196,555	195,201	203,604	202,062	198,520	199,730	187,371	186,988	182,967	195,475	195,998
Iowa.....	103,269	103,767	103,349	99,908	95,771	93,280	88,881	85,342	87,116	83,720	86,295	91,991
Kansas.....	74,252	72,452	68,813	61,887	42,819	33,697	33,621	39,079	40,108	38,127	37,810	37,199
Kentucky.....	107,308	114,707	118,252	91,215	94,453	83,381	87,374	83,604	88,276	82,364	81,927	76,853
Louisiana.....	148,351	143,830	132,813	113,794	109,371	110,531	112,216	112,057	100,589	97,683	100,413	106,424
Maine.....	42,140	45,310	38,377	41,404	39,070	33,929	37,556	31,277	30,078	33,134	33,020	33,987
Maryland.....	74,163	71,216	72,068	69,942	65,904	73,779	76,009	69,360	55,886	60,633	61,391	59,441
Massachusetts.....	248,564	316,242	247,903	252,736	258,914	255,294	253,999	254,273	249,153	173,051	167,112	180,168
Michigan.....	333,029	354,372	359,092	367,872	323,026	260,732	258,549	238,463	241,018	200,956	226,244	209,063
Minnesota.....	213,097	205,760	201,106	197,879	189,764	185,552	182,868	169,656	187,297	148,871	130,260	124,816
Mississippi.....	83,675	73,873	66,366	62,023	63,194	65,210	70,635	74,568	82,656	86,910	88,049	84,790
Missouri.....	206,659	200,724	169,845	160,388	135,978	126,285	119,585	123,327	133,969	136,322	141,631	158,546
Montana.....	34,736	35,063	32,211	29,975	27,499	27,673	28,290	28,055	28,009	27,143	26,886	28,620
Nebraska.....	49,733	45,556	50,986	52,152	51,907	53,214	51,200	52,727	60,528	43,214	43,602	47,894
Nevada.....	5,035	4,931	4,921	4,639	4,404	4,391	5,179	5,215	5,472	5,521	6,015	6,591
New Hampshire.....	32,667	29,610	28,589	31,334	31,546	30,716	28,526	26,108	25,430	25,526	25,477	21,706
New Jersey.....	259,292	284,199	253,667	231,527	240,692	258,387	269,178	268,034	275,200	272,619	277,608	276,246
New Mexico.....	39,121	35,837	31,799	32,976	33,261	33,632	32,562	32,813	33,859	34,171	36,227	35,397
New York.....	603,819	526,445	528,601	464,709	473,080	480,958	481,321	503,376	535,870	541,348	547,946	665,758
North Carolina.....	150,811	129,629	120,738	115,253	112,707	107,783	108,826	107,405	100,249	91,746	76,057	87,973
North Dakota.....	31,810	32,972	31,634	33,448	32,840	31,825	30,757	28,670	28,288	27,163	23,670	23,576
Ohio.....	492,134	458,441	412,201	429,917	429,566	425,280	335,954	253,928	294,446	278,462	259,174	250,954
Oklahoma.....	71,730	74,019	70,965	64,057	60,082	64,911	64,870	55,988	64,795	60,167	50,536	87,153
Oregon.....	84,894	74,807	72,667	63,755	55,976	47,114	42,255	26,872	31,609	31,609	35,827	42,071
Pennsylvania.....	1,007,522	951,242	871,905	917,639	918,065	861,192	755,239	610,031	549,200	460,260	419,573	418,430
Rhode Island.....	55,671	31,788	33,539	36,410	35,116	33,716	39,616	39,940	39,602	39,602	42,316	37,531
South Carolina.....	130,755	124,871	114,191	108,839	112,012	114,486	111,544	103,049	96,718	102,037	106,658	104,579
South Dakota.....	37,728	36,199	35,276	35,524	31,390	32,044	32,826	32,826	33,334	34,407	34,081	30,998
Tennessee.....	146,986	141,034	129,980	132,690	133,837	137,711	134,435	132,644	130,811	133,283	134,243	134,731
Texas.....	240,187	239,673	252,677	266,252	272,400	281,356	285,844	274,305	260,980	273,226	295,746	301,004
Utah.....	25,041	23,428	23,030	23,759	23,914	24,110	22,810	22,817	21,255	20,218	21,985	23,437
Vermont.....	18,596	17,865	17,883	19,366	17,610	16,791	17,008	15,919	15,056	14,906	15,219	15,540
Virginia.....	51,843	53,409	51,050	54,930	48,620	49,955	50,134	45,607	47,155	44,270	46,871	52,720
Washington.....	148,707	160,599	113,732	101,778	92,526	92,505	93,626	93,895	88,286	95,362	102,870	114,051
West Virginia.....	151,938	114,882	103,821	114,914	85,755	80,850	78,866	76,989	69,205	62,955	66,701	74,733
Wisconsin.....	168,971	168,206	163,554	166,354	163,423	170,742	170,400	170,505	168,458	166,218	167,109	168,713
Wyoming.....	13,167	14,169	13,968	14,243	12,400	11,870	10,286	10,378	7,861	7,885	8,652	9,013

<sup>1</sup> Florida employment service not in complete operation during January and February.

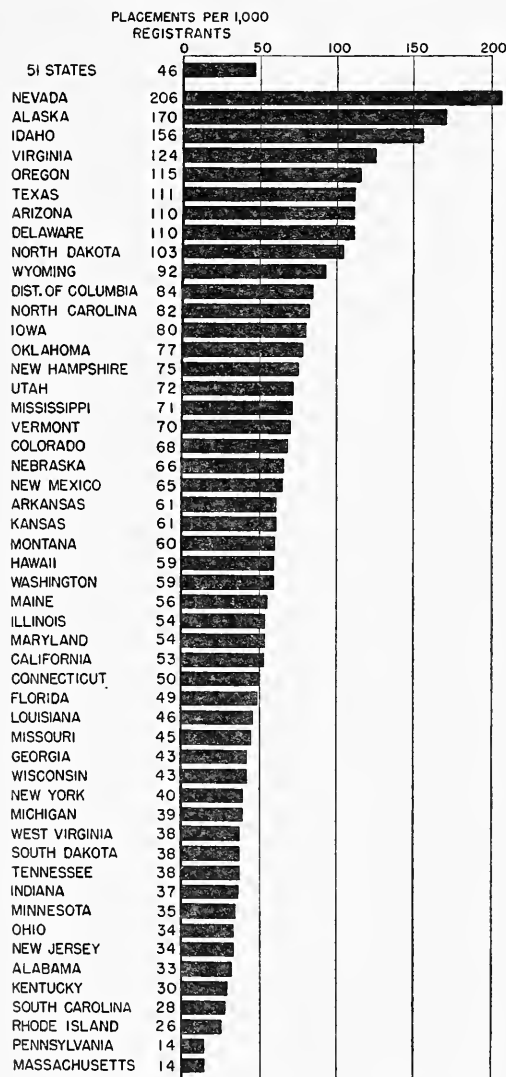
<sup>2</sup> South Dakota agency suspended operations July 28-Sept. 26.



placements in clerical and professional occupations and in jobs requiring specialized skills.

In 1939, as in previous years, the large majority of placements were in physical labor and service occupations, since the lack of labor-market organization is most acute in these fields and since the number of available jobs is greater.

**Chart 12.—Employment service: Average monthly placements per 1,000 registrants available for work, by States, 1939<sup>1</sup>**



<sup>1</sup>Based on tables 16 and 18.

The expansion of State employment services has definitely resulted, however, in a more comprehensive service to all types of workers. The data which follow record this service.

### Total Placements

During 1939, State employment offices made 3.5 million complete placements<sup>1</sup>—approximately 30 percent more than in 1938 (table 27). Although improved business conditions were largely responsible for the increase, the expansion of the State services, the more comprehensive files of job seekers providing better qualified workers for placement, and the more extensive use of the service by employers, contributed in no small measure.

The high point for monthly placements in 1939 was reached in October with 366,000 placements—11 percent of the year's total and the largest number in any month since June 1937 (table 18). The smallest number of placements for 1939 was reported for February, yet the total for that month, 181,000, was 38 percent higher than the total for February 1938. Among individual States, the placement volume in Texas was outstanding; employment service offices in that State made 361,000 complete placements during the year. One-third of all complete placements were made in 5 States—Texas, California, New York, Ohio, and Illinois—and of these California and New York each made more than 200,000. Less than 10,000 placements were made during the year in Alaska and Hawaii.

Marked increases over 1938 placements were shown by a number of States. In Washington the 76,000 placements in 1939 trebled the number reported for 1938, and in New Jersey the 1939 total was two and a half times the number for the previous year;<sup>2</sup> in Michigan, 1939 placements were more than double the 1938 figure; and in Missouri an increase of 90 percent over the 1938 figure was shown. Increases of 50 percent or more were reported by 8 other States—Massachusetts, Arkansas, Oregon, Connecticut, Louisiana, Indiana, New York, and Ohio. In only 7 States were fewer complete placements made in 1939 than in 1938. Placements in New Mexico were 27 percent lower; in Hawaii, 15 percent; in Montana, 14 percent;

<sup>1</sup> See pp. 147-148 for definition.

<sup>2</sup> In Florida complete placements in 1939 were 142 percent greater than in 1938, but the Florida agency was not in full operation during 1938 or in January-February 1939 so that a comparison between the 2 years is not justified.



and in Illinois, Texas, and Wyoming, about 5 percent. In South Dakota, where employment service operations were suspended for several weeks in 1939, there was a decline of 22 percent.

Absolute numbers, however, are misleading as measures of the effectiveness of a placement program, since the largest volume of placements will almost inevitably be reported by States with the largest populations. An attempt has been made, therefore, to relate the number of placements to the number of job seekers. This relationship can be measured only roughly because of State differences in maintaining a count of persons available

for work over long periods of time. Furthermore, the number of placements in a State depends in large degree upon the kinds of placements made which in turn depend upon the industrial composition of the State. These factors must be considered in interpreting data for a State and in comparisons among States.

The average monthly placements per average monthly registrants in the active file can be used, however, for want of more adequate measurement, for comparisons among States. In 1939, on the average, there were 46 placements a month per 1,000 registered job seekers for the country as a

Table 17.—*Employment service: Applications by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	15,094,851	1,401,648	1,047,046	1,237,588	1,172,720	1,214,035	1,263,832	1,139,334	1,297,024	1,237,017	1,329,446	1,414,854	1,290,307
Alabama.....	248,371	20,651	13,901	17,104	14,218	15,465	15,040	17,177	20,404	20,876	28,969	43,037	21,529
Alaska.....	9,849	894	456	703	1,119	1,250	940	607	776	679	935	738	752
Arizona.....	76,315	6,460	5,433	6,791	4,982	4,892	5,621	4,808	6,512	6,782	7,434	8,023	8,577
Arkansas.....	108,113	13,867	8,359	9,866	7,940	9,899	9,799	8,871	8,375	7,701	7,987	7,966	7,483
California.....	1,347,030	119,808	95,253	143,513	98,612	109,999	112,108	93,725	104,506	100,699	110,248	133,929	121,630
Colorado.....	195,201	25,810	17,610	16,679	11,955	15,058	15,220	14,646	15,431	14,704	15,926	15,393	16,769
Connecticut.....	213,812	18,525	13,397	15,367	16,806	20,402	24,211	17,753	17,290	16,332	16,676	17,945	19,138
Delaware.....	46,547	5,212	2,890	2,723	3,117	5,139	4,984	3,484	4,502	4,323	3,980	3,381	2,812
District of Columbia.....	112,561	9,638	7,535	9,679	7,668	9,251	9,855	9,238	9,781	10,153	10,428	10,918	8,417
Florida.....	169,120	5,080	10,367	13,321	12,695	15,229	15,401	14,703	14,599	13,354	14,760	21,135	19,016
Georgia.....	304,625	32,920	24,777	28,397	20,880	21,648	21,878	24,478	27,947	24,314	23,308	31,407	22,671
Hawaii.....	18,145	1,731	1,212	1,695	1,351	1,143	1,134	992	1,327	1,969	1,919	1,514	2,138
Idaho.....	72,622	6,830	4,403	5,339	5,703	6,299	6,300	5,352	5,847	6,278	6,710	6,733	6,768
Illinois.....	517,745	28,125	25,209	33,596	33,860	37,199	38,929	46,332	64,865	54,180	52,606	54,532	48,292
Indiana.....	451,040	37,371	24,980	37,528	40,741	36,511	40,227	38,094	33,156	33,681	41,363	48,169	39,219
Iowa.....	212,309	18,708	14,141	20,779	16,624	17,321	20,723	16,456	17,546	15,581	16,736	17,996	19,698
Kansas.....	169,752	19,298	15,096	16,736	10,771	11,539	12,093	11,264	17,169	13,523	13,353	14,764	14,141
Kentucky.....	235,014	22,546	17,691	19,631	22,468	23,585	16,463	15,715	21,741	23,639	18,056	20,158	13,688
Louisiana.....	254,435	39,444	18,864	18,416	16,497	19,763	19,512	17,718	21,063	21,425	21,482	20,375	19,776
Maine.....	113,091	12,573	8,207	11,971	11,613	9,451	9,548	7,588	7,742	8,342	9,368	8,758	8,030
Maryland.....	238,448	25,245	17,243	21,079	17,009	16,860	23,438	18,705	16,772	17,236	24,199	19,709	15,903
Massachusetts.....	356,265	25,868	19,118	29,940	29,445	30,695	30,795	25,863	26,154	29,097	33,478	40,585	36,227
Michigan.....	666,859	59,983	52,603	59,609	41,516	50,599	54,698	50,334	56,153	50,508	66,697	65,321	58,833
Minnesota.....	228,422	23,076	16,430	18,339	17,521	17,623	19,511	15,846	16,057	18,355	17,607	24,538	23,499
Mississippi.....	255,221	21,027	14,200	15,852	16,438	16,771	18,563	26,056	25,251	28,215	29,791	23,791	19,236
Missouri.....	435,325	41,960	27,493	30,052	27,174	30,074	33,940	28,044	36,904	41,177	43,750	43,352	51,405
Montana.....	54,211	4,658	3,195	4,789	4,622	4,479	4,782	5,342	4,637	4,611	4,294	4,380	4,459
Nebraska.....	110,799	13,766	7,551	10,523	7,084	7,704	7,809	7,555	9,234	8,181	8,387	8,857	10,223
Nevada.....	31,228	2,611	1,787	2,558	2,607	2,613	2,925	3,310	2,558	2,482	2,460	2,681	2,627
New Hampshire.....	80,068	6,509	5,135	6,832	8,349	7,731	6,704	5,299	6,391	5,875	6,865	7,513	6,865
New Jersey.....	593,089	50,977	54,149	56,334	62,609	51,079	53,160	45,131	40,239	42,930	49,948	47,308	50,175
New Mexico.....	60,317	5,034	3,236	4,458	3,246	3,868	4,304	4,550	4,512	7,359	8,885	6,047	4,818
New York.....	1,830,569	168,603	109,717	91,908	154,773	170,417	156,794	131,078	158,212	202,795	159,554	162,008	164,710
North Carolina.....	311,801	32,765	24,075	25,989	21,620	23,691	22,503	21,212	29,659	25,863	29,197	28,182	26,925
North Dakota.....	46,079	4,622	4,935	4,818	4,247	5,692	4,313	5,432	10,074	5,638	7,943	5,065	4,621
Ohio.....	845,856	92,473	55,476	72,612	85,809	63,729	69,245	60,399	76,239	72,282	65,225	67,284	62,078
Oklahoma.....	266,158	26,100	21,075	21,602	15,233	18,373	18,289	19,030	22,388	18,604	26,802	35,991	22,381
Oregon.....	161,035	13,493	10,520	12,405	9,032	11,487	11,881	12,108	13,914	15,342	15,947	16,610	18,296
Pennsylvania.....	1,270,220	103,837	99,818	113,864	108,446	101,631	113,457	107,996	124,353	110,514	95,271	98,083	92,950
Rhode Island.....	96,305	9,336	8,138	10,509	8,036	8,546	8,815	9,330	7,358	7,050	5,353	6,189	7,545
South Carolina.....	128,861	10,809	9,179	12,905	10,313	11,373	10,434	8,812	9,792	8,955	16,484	13,374	6,728
South Dakota.....	37,948	4,247	3,372	3,758	2,777	2,873	3,157	2,336	(?)	4,496	4,376	5,490	5,126
Tennessee.....	167,293	14,337	12,483	20,302	12,425	14,366	14,654	10,657	13,827	13,136	15,288	14,137	11,601
Texas.....	634,692	76,019	49,202	51,293	45,953	49,208	53,689	47,958	50,657	46,726	61,243	69,293	53,491
Utah.....	112,897	11,279	7,688	11,017	9,628	8,604	10,165	9,900	9,672	7,732	8,422	9,607	9,183
Vermont.....	36,914	3,227	2,041	3,644	3,043	2,813	3,451	2,796	3,086	2,902	2,738	2,836	4,337
Virginia.....	257,399	24,436	19,633	23,839	20,305	22,903	20,897	15,552	20,955	21,544	21,176	20,618	21,581
Washington.....	223,603	17,202	12,456	13,147	12,384	15,172	19,128	18,792	26,656	24,689	23,421	23,075	22,451
West Virginia.....	251,935	20,350	15,693	21,824	22,179	23,778	19,628	17,734	17,928	17,734	21,807	24,155	19,149
Wisconsin.....	341,529	35,830	23,573	25,751	23,303	27,221	33,631	27,497	29,660	27,333	28,895	28,741	28,394
Wyoming.....	42,847	6,138	2,938	3,122	3,644	3,619	3,927	2,946	3,883	3,055	3,166	3,183	3,226

<sup>1</sup> See footnotes 2 and 3.

<sup>2</sup> Florida employment service not in complete operation during January and February; private placement activity largely suspended.

<sup>3</sup> South Dakota agency suspended operations July 28-Sept. 26.



whole. Nevada ranked first with 206 per 1,000 followed by Alaska (which made many work-relief placements), Idaho, Virginia, Oregon, Texas, Arizona, Delaware, North Dakota, and Wyoming (chart 12). Most of the industrial States were at the lower end of the scale, with Indiana, Minnesota, Ohio, New Jersey, Alabama, Kentucky, South Carolina, Rhode Island, Pennsylvania, and Massachusetts ranking as the last 10. The position of the industrial States may be an indication of a greater use of the employment service by the workers in those States and consequently a larger number of applicants for work.

### Private Employment

The 2.7 million complete placements in private industry during 1939 were not only the highest number of such placements made in any year of record but they were 14 percent higher than in 1937, when business conditions and job opportunities were considerably better, and 42 percent higher than in 1938. They constituted 77 percent of all complete placements in 1939. In 1938 private placements were 70 percent of the total, and they were a smaller proportion in earlier years when placements in construction of public

Table 18.—*Employment service: All placements, by States and by months, 1939*<sup>1</sup>

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	3,476,889	199,445	181,242	253,693	270,493	333,141	343,551	285,760	336,233	352,451	366,154	289,403	265,323
Alabama.....	54,099	4,742	4,515	4,226	3,718	6,185	5,347	3,928	4,256	5,142	4,711	3,665	3,664
Alaska.....	4,968	72	624	235	348	896	867	348	292	337	339	266	284
Arizona.....	30,896	2,065	1,037	1,411	1,814	2,110	2,315	1,721	2,121	3,341	4,328	4,524	4,109
Arkansas.....	13,806	2,552	2,593	3,824	3,068	7,707	5,275	3,405	3,563	3,660	3,074	2,979	3,040
California.....	258,865	17,058	15,200	19,129	20,967	23,611	24,686	22,397	27,206	26,963	25,534	19,104	17,010
Colorado.....	54,057	1,512	1,476	2,558	3,012	5,696	7,304	6,377	6,554	7,124	6,362	3,193	2,919
Connecticut.....	53,762	3,128	2,705	3,593	4,322	5,698	5,464	4,072	4,582	5,082	6,435	5,071	4,023
Delaware.....	18,164	724	748	1,087	1,037	1,888	2,072	1,673	1,800	1,743	2,356	1,812	1,224
District of Columbia.....	40,644	2,735	2,431	3,002	3,481	4,483	3,915	2,749	3,495	3,833	3,872	3,356	3,292
Florida.....	37,503	2,963	2,013	1,198	1,881	2,026	2,070	2,222	2,719	2,568	7,009	4,950	5,884
Georgia.....	90,222	5,421	4,694	7,636	7,335	7,897	9,312	7,515	9,122	10,157	8,530	6,558	6,045
Hawaii.....	6,033	301	373	463	537	458	540	475	688	734	569	434	401
Idaho.....	32,331	1,035	787	1,555	2,291	3,374	4,345	2,914	3,211	3,702	5,516	2,156	1,505
Illinois.....	138,968	9,926	9,118	11,194	11,596	12,502	10,972	9,445	11,368	12,594	13,659	13,536	13,058
Indiana.....	87,989	4,756	4,924	7,341	6,725	8,073	6,466	6,166	7,508	9,293	9,249	7,905	7,762
Iowa.....	90,383	4,650	4,586	6,959	8,557	10,641	9,304	8,635	7,754	8,657	8,317	6,638	5,686
Kansas.....	33,574	2,063	1,745	2,405	2,828	3,462	3,007	3,034	2,651	3,277	3,654	2,789	2,789
Kentucky.....	33,256	1,931	1,357	2,271	2,573	3,581	3,633	2,441	2,896	3,410	3,802	2,665	2,696
Louisiana.....	64,036	4,259	5,061	7,715	6,033	6,022	5,027	3,819	4,575	5,241	6,710	5,277	4,287
Maine.....	24,487	1,569	1,035	1,369	1,677	2,464	3,664	2,760	3,054	2,228	1,985	1,455	1,287
Maryland.....	43,480	2,570	2,640	3,588	3,621	4,305	4,079	3,691	3,896	3,781	4,205	3,831	3,273
Massachusetts.....	40,965	2,357	2,064	3,015	3,330	3,621	4,059	3,532	3,806	3,630	4,162	3,929	3,440
Michigan.....	130,543	6,699	6,119	8,436	9,617	13,014	14,234	12,290	13,465	13,116	14,052	10,441	8,970
Minnesota.....	73,942	3,768	3,073	4,022	5,475	7,901	7,001	7,614	7,711	8,105	8,174	6,039	3,945
Mississippi.....	64,189	4,046	2,389	3,641	4,433	4,564	6,602	7,188	6,506	9,188	7,560	5,079	3,293
Missouri.....	80,674	3,278	3,237	5,743	5,961	6,826	6,516	5,659	6,277	9,865	13,886	7,232	6,194
Montana.....	21,279	990	750	1,818	2,680	2,358	2,064	2,235	2,343	1,830	2,028	1,151	1,032
Nebraska.....	38,827	1,828	1,314	2,986	4,177	4,712	3,805	3,443	4,068	4,214	4,050	2,433	1,797
Nevada.....	12,831	857	580	959	1,153	1,380	1,363	1,140	1,162	1,172	1,184	976	905
New Hampshire.....	25,229	2,046	1,619	1,477	1,662	2,720	2,656	1,951	2,470	2,003	2,669	2,133	1,793
New Jersey.....	106,463	3,464	3,407	7,013	8,314	10,577	10,815	9,042	10,810	11,149	12,252	10,466	9,154
New Mexico.....	26,688	1,167	844	1,121	1,659	2,010	2,206	1,317	1,630	8,815	5,389	2,105	1,425
New York.....	247,286	14,066	14,452	16,157	17,732	23,532	24,244	18,976	20,872	24,899	25,621	23,480	22,715
North Carolina.....	107,634	7,165	6,717	9,676	8,950	9,054	9,719	7,309	13,503	10,580	11,344	7,268	6,449
North Dakota.....	36,738	1,063	948	1,453	2,216	2,487	2,483	5,020	8,967	4,661	3,364	2,277	1,809
Ohio.....	148,314	6,742	5,505	10,530	11,642	14,901	14,169	11,990	13,190	16,177	15,901	14,231	12,818
Oklahoma.....	36,477	3,213	2,401	7,007	7,222	6,963	6,041	4,408	4,282	6,796	6,406	4,688	4,688
Oregon.....	70,167	3,233	2,905	4,173	3,595	5,864	7,490	5,754	12,510	11,473	15,847	13,568	11,695
Pennsylvania.....	124,310	6,033	6,201	9,430	8,378	11,073	11,368	8,612	10,626	11,679	15,471	13,568	11,695
Rhode Island.....	12,025	698	677	954	938	1,096	1,219	994	1,277	1,077	1,322	1,091	743
South Carolina.....	37,373	2,813	2,713	3,101	3,282	3,684	4,120	2,890	3,596	3,135	3,492	2,614	1,963
South Dakota.....	41,121	901	1,019	1,240	1,738	1,991	1,674	1,895	(9)	4,145	1,306	1,169	1,053
Tennessee.....	61,106	4,187	3,721	5,067	3,863	6,418	6,394	3,740	4,655	9,238	9,238	4,000	3,627
Texas.....	360,897	26,528	23,952	32,761	30,624	32,393	34,627	25,943	27,918	26,790	28,428	33,823	37,200
Utah.....	19,523	768	727	756	1,359	1,408	2,580	2,169	2,136	1,999	2,628	1,636	1,257
Vermont.....	14,033	877	702	887	994	1,771	1,686	1,194	1,343	1,843	1,059	911	766
Virginia.....	74,212	4,617	4,165	6,991	5,736	8,123	7,128	6,021	9,718	7,327	6,465	4,437	4,084
Washington.....	75,729	1,370	1,284	2,938	3,967	4,992	8,603	9,686	14,415	11,701	7,335	4,052	5,356
West Virginia.....	41,370	2,745	2,613	3,816	2,964	3,999	3,594	3,344	3,553	3,978	4,193	3,979	3,162
Wisconsin.....	85,736	4,826	4,280	6,017	7,206	9,367	9,208	7,787	8,701	8,521	8,174	6,219	5,360
Wyoming.....	12,325	510	382	618	1,006	1,518	1,198	1,260	1,312	1,550	1,497	793	651

<sup>1</sup> Excludes supplementary placements shown in table 21, p. 133.

<sup>2</sup> See footnotes 3 and 4.

<sup>3</sup> Florida employment service not in complete operation during January and February; private placement activity largely suspended.

<sup>4</sup> South Dakota agency suspended operations July 28–Sept. 26.



works comprised a relatively large proportion of the total placements made. Approximately half the 1939 placements were regular placements, i. e., in jobs expected to last for more than a month.

The high and low months for placements in private industry in 1939 coincided with the high and low months for all placements; 308,000 in October and 126,000 in February marked the extremes (table 19). As in total placements, one-third of the placements in private industry were made in Texas, California, New York, Illinois, and Ohio. Most of the States showed increases in the number of placements in private

employment from 1938 to 1939 (table 27), and in most of these States these increases were higher than in all complete placements. Of the 10 States with the highest increase in placements in private employment, 8 began benefit payments in January 1939. Washington had an increase of 313 percent, followed by New Jersey, with 159 percent; Michigan, with 135; Georgia, with 130; Missouri, with 120; Hawaii, with 105; Kansas, with 100; Kentucky, with 97; South Carolina, with 84; and Ohio, with 79. Fourteen other States showed increases of 50 percent or more over their 1938 figures. Only 5 States—Mon-

Table 19.—*Employment service: Private placements, by States and by months, 1939*

[Data reported by State agencies, corrected to March 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1 2,676,300	1 293,940	1 126,352	184,898	195,000	242,444	251,357	1 212,955	1 253,667	1 287,166	308,377	248,887	235,257
Alabama.....	38,555	2,513	2,768	2,477	2,171	4,418	3,741	2,721	3,081	4,155	3,990	3,271	3,249
Alaska.....	1,861	47	41	60	112	304	243	210	195	226	197	125	101
Arizona.....	20,028	1,304	798	1,004	1,152	1,738	1,894	1,445	1,634	2,916	3,854	4,179	3,510
Arkansas.....	41,340	1,178	1,582	3,652	2,651	6,425	3,881	2,335	5,006	3,323	2,063	2,539	2,539
California.....	221,619	12,402	11,375	14,583	16,967	20,210	21,836	19,885	23,545	24,735	23,238	17,514	15,059
Colorado.....	45,075	1,061	1,089	2,126	2,492	4,533	5,906	5,092	5,501	6,406	5,649	2,788	2,432
Connecticut.....	42,455	2,245	2,145	3,090	3,255	3,941	4,218	2,870	3,427	4,253	5,422	4,188	3,401
Delaware.....	14,149	406	461	714	805	1,501	1,392	1,146	1,233	1,497	2,205	1,641	1,148
District of Columbia.....	36,081	2,459	2,231	2,693	3,257	4,068	3,251	2,369	3,048	3,434	3,424	2,920	2,927
Florida.....	1 21,975	1 0	1 124	452	442	822	1,001	1,071	1,440	1,770	5,791	4,081	4,981
Georgia.....	55,888	1,760	1,993	3,698	4,066	4,570	5,410	4,735	5,802	7,216	6,426	5,184	5,028
Hawaii.....	3,019	139	151	189	180	213	240	250	339	346	300	285	327
Idaho.....	24,115	727	636	1,148	1,532	2,562	3,249	2,654	1,904	2,282	4,967	1,756	1,298
Illinois.....	135,270	9,221	8,665	10,844	11,209	12,215	10,773	9,161	11,147	12,382	13,411	13,396	12,846
Indiana.....	83,683	4,364	4,610	6,986	6,444	7,656	7,915	5,626	7,005	8,805	8,911	7,685	7,676
Iowa.....	61,087	3,207	3,579	5,366	5,488	6,125	5,219	5,425	4,810	6,261	6,243	5,091	4,273
Kansas.....	25,459	815	953	1,521	1,720	2,314	2,382	2,258	2,176	2,632	2,548	2,578	2,262
Kentucky.....	20,301	774	779	1,286	1,437	2,101	2,022	1,237	1,411	2,315	2,505	2,148	2,282
Louisiana.....	51,873	2,962	3,801	5,671	4,969	4,845	3,975	3,069	3,759	4,348	5,989	4,675	3,750
Maine.....	16,467	1,044	796	1,109	1,196	1,485	2,227	1,801	1,751	1,410	1,353	1,160	1,135
Maryland.....	31,534	1,523	1,559	2,221	2,378	2,826	2,875	2,738	2,892	2,993	3,371	3,189	2,969
Massachusetts.....	28,741	1,604	1,594	2,363	2,067	2,164	2,178	1,987	2,175	2,919	3,355	3,324	3,011
Michigan.....	101,634	4,115	4,025	6,333	6,837	9,209	10,598	9,798	10,659	10,672	11,633	9,450	8,296
Minnesota.....	54,587	2,712	2,424	3,307	4,098	5,400	5,155	5,437	5,210	5,833	6,343	5,089	3,569
Mississippi.....	23,875	1,038	457	760	733	1,409	1,933	2,222	2,337	5,218	3,980	2,002	1,786
Missouri.....	66,985	2,182	2,383	4,405	4,621	5,035	5,120	4,292	4,996	8,920	12,733	6,406	5,892
Montana.....	9,767	476	367	802	671	869	794	940	1,004	1,021	1,201	734	588
Nebraska.....	16,609	671	864	1,323	1,859	1,609	1,463	1,389	1,358	1,834	2,269	1,842	1,123
Nevada.....	9,822	614	443	735	754	961	983	899	936	955	969	804	744
New Hampshire.....	18,617	1,755	1,310	1,316	1,139	1,714	1,445	1,493	1,626	1,398	2,264	1,549	1,608
New Jersey.....	99,578	3,094	3,077	6,168	7,435	9,849	9,945	8,568	10,383	10,693	11,727	10,139	8,500
New Mexico.....	21,311	667	409	700	1,115	1,251	1,412	802	1,156	5,548	5,097	1,956	1,198
New York.....	202,124	11,256	10,716	12,217	13,280	18,867	19,330	15,891	17,056	20,313	21,870	20,765	20,557
North Carolina.....	63,431	3,454	3,368	4,960	6,477	4,316	4,865	3,939	9,628	6,582	7,661	5,090	4,721
North Dakota.....	31,290	583	819	1,291	1,656	1,617	1,742	4,519	8,492	3,695	2,884	2,001	1,691
Ohio.....	128,932	4,480	4,742	8,631	10,354	12,694	11,356	9,885	11,541	14,655	14,717	13,644	12,433
Oklahoma.....	46,169	1,466	1,296	2,715	5,512	5,757	4,845	3,216	2,916	5,610	4,710	3,930	4,196
Oregon.....	50,460	1,405	1,582	2,928	2,212	4,409	5,715	4,139	7,876	7,019	5,735	4,374	3,066
Pennsylvania.....	94,269	4,806	6,423	7,819	6,661	7,925	7,072	6,018	7,270	8,178	12,063	10,828	10,216
Rhode Island.....	9,047	603	551	668	709	751	848	700	904	833	1,026	853	601
South Carolina.....	15,900	703	801	1,141	1,165	1,071	1,120	923	1,738	2,159	2,286	1,565	1,228
South Dakota.....	1 8,718	679	696	1,005	1,066	1,022	1,030	1 623	1 623	1 108	836	772	881
Tennessee.....	46,577	2,572	2,360	3,309	2,631	4,007	4,559	2,814	3,290	5,076	8,479	3,442	3,238
Texas.....	295,575	19,597	17,686	25,354	24,020	25,015	27,213	20,613	22,008	22,825	25,293	31,369	34,879
Utah.....	15,004	408	454	417	668	809	2,199	1,800	1,755	1,740	2,205	1,358	1,191
Vermont.....	9,069	491	468	614	573	790	909	794	772	1,504	768	698	688
Virginia.....	44,874	1,874	1,768	2,736	3,265	4,459	3,752	3,140	6,781	5,077	4,863	3,477	3,170
Washington.....	66,627	1,167	995	2,482	3,946	4,231	8,038	8,632	12,532	10,621	6,274	3,313	4,746
West Virginia.....	29,591	1,983	1,890	2,412	2,160	2,283	2,320	1,934	2,183	3,068	3,206	3,284	2,778
Wisconsin.....	63,801	2,791	3,054	4,484	5,375	6,568	6,698	5,719	5,862	6,801	6,970	5,111	4,468
Wyoming.....	6,724	213	224	343	412	788	541	585	838	903	1,083	452	242

<sup>1</sup> See footnotes 2 and 3.

<sup>2</sup> Florida employment service not in complete operation during January and February; private placement activity largely suspended.

<sup>3</sup> South Dakota agency suspended operations July 28-Sept. 26.



tana, Nevada, New Mexico, South Dakota, and Texas—showed decreases. South Dakota's decrease was negligible and in view of the State's suspension of operations for a period in 1939, it can hardly be considered a decrease. New Mexico reported a decline of 32 percent in private placements from the 1938 total; Montana, 23 percent; and Texas, 4 percent. In all cases, the reductions were due to smaller volumes of agricultural placements.

### Public Employment

With the continued reduction in public construction projects and the reduced number of assignments to work-relief projects, placements in

public employment declined for the third successive year. Not only did placements on public works projects decline, but there was a further reduction in the number of relief placements. Because of the practice of the Work Project Administration of making all reassignments directly rather than through the employment service, the number of relief placements has been rather insignificant during the past 3 years. The decline in placements on public works represents a trend which has been in operation since 1936, when 2.2 million such placements were made. The figure for 1939 was about 780,000, and although placements on relief projects were relatively insignificant in most States, more than half of all place-

Table 20.—*Employment service: Public placements, by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	1 800,589	69,505	54,890	68,795	75,493	90,697	92,194	172,805	182,566	165,285	57,777	40,516	30,066
Alabama.....	15,544	2,229	1,747	1,749	1,547	1,767	1,606	1,207	1,175	987	721	394	418
Alaska.....	3,047	25	175	235	592	694	138	97	111	432	189	139	189
Arizona.....	4,868	761	239	407	362	372	421	276	457	425	474	345	239
Arkansas.....	12,556	1,374	1,011	1,446	1,283	1,278	1,070	1,224	1,228	854	751	776	261
California.....	37,246	4,656	3,825	4,276	4,000	3,401	2,850	2,512	3,661	2,228	2,296	1,590	1,951
Colorado.....	9,012	451	387	432	520	1,163	1,398	1,285	1,053	718	713	405	487
Connecticut.....	11,307	833	560	503	1,067	1,344	1,246	1,202	1,155	829	1,013	883	622
Delaware.....	4,016	318	287	373	387	387	680	527	567	246	151	171	76
District of Columbia.....	4,563	276	260	306	224	415	664	380	447	399	448	436	365
Florida.....	15,528	2,963	1,889	746	1,439	1,204	1,069	1,151	1,279	798	1,218	899	903
Georgia.....	34,334	3,661	2,701	3,938	3,269	3,327	3,902	2,780	3,330	2,941	2,104	1,374	1,017
Hawaii.....	3,014	162	222	274	417	245	300	225	349	388	209	149	74
Idaho.....	8,216	308	151	407	699	812	1,096	860	1,307	1,420	549	400	207
Illinois.....	3,693	705	453	350	387	287	199	284	221	212	243	140	212
Indiana.....	4,309	392	314	355	281	417	372	540	503	458	358	220	86
Iowa.....	29,296	1,443	1,006	1,433	3,069	4,516	4,955	3,510	2,944	2,645	2,074	1,547	1,547
Kansas.....	9,415	1,243	792	884	1,068	1,148	625	776	478	645	806	375	637
Kentucky.....	12,955	1,157	578	985	1,136	1,480	1,611	1,204	1,485	1,095	1,297	517	410
Louisiana.....	12,163	1,267	1,290	2,044	1,034	1,177	1,052	750	816	893	721	602	547
Maine.....	8,020	525	239	260	481	979	1,377	959	1,303	818	632	295	152
Maryland.....	11,946	1,047	1,081	1,367	1,213	1,479	1,204	953	1,094	788	834	642	304
Massachusetts.....	12,224	753	470	652	1,213	1,479	1,204	953	1,094	788	834	642	304
Michigan.....	28,909	2,584	2,094	2,103	2,780	3,805	3,696	2,492	2,806	2,444	2,449	892	874
Minnesota.....	19,355	1,056	649	716	1,377	2,711	2,746	2,077	2,501	2,362	1,831	944	386
Mississippi.....	40,314	3,008	1,932	2,881	3,700	3,155	4,669	4,966	4,169	3,970	3,280	3,077	1,507
Missouri.....	13,689	1,096	854	1,338	1,340	1,791	1,396	1,367	1,281	945	1,153	826	302
Montana.....	11,512	514	383	1,016	1,709	1,489	1,270	1,295	1,339	809	827	417	444
Nebraska.....	22,218	1,157	450	1,663	2,818	3,103	2,842	2,054	2,710	2,380	1,781	1,091	683
Nevada.....	3,009	243	137	224	399	419	375	241	226	217	195	172	161
New Hampshire.....	6,612	291	309	161	523	1,006	1,211	488	844	605	405	584	185
New Jersey.....	6,885	370	330	845	879	728	870	474	427	456	525	327	654
New Mexico.....	5,377	500	435	421	544	759	794	515	474	267	292	149	227
New York.....	45,162	3,350	3,736	3,940	4,446	4,665	4,914	3,085	3,816	4,586	3,751	2,715	2,158
North Carolina.....	44,203	3,711	3,349	4,016	4,303	4,738	4,854	3,370	3,975	3,998	3,383	2,178	1,728
North Dakota.....	5,448	170	139	152	570	741	501	471	501	966	450	276	113
Ohio.....	19,832	2,290	1,253	1,896	2,307	2,813	2,076	1,649	1,522	1,184	687	415	381
Oklahoma.....	14,308	1,747	1,406	1,289	1,713	1,208	1,196	1,192	1,364	1,116	912	673	432
Oregon.....	19,707	1,828	1,323	1,245	1,683	1,455	1,775	1,615	4,673	1,454	1,171	969	516
Pennsylvania.....	30,041	1,227	778	1,611	1,717	3,148	4,296	2,594	3,356	3,501	3,794	2,540	1,479
Rhode Island.....	2,978	95	126	286	229	345	371	234	373	244	296	238	141
South Carolina.....	21,473	2,110	1,912	2,020	2,117	2,623	3,000	1,967	1,858	976	1,206	1,049	635
South Dakota.....	15,403	222	323	235	672	959	644	1,272	(1)	1,37	470	337	172
Tennessee.....	14,529	1,615	1,361	1,758	1,332	1,611	1,835	926	1,365	966	819	555	380
Texas.....	65,022	6,931	6,296	7,407	6,604	7,375	7,414	5,330	5,910	3,875	3,135	2,454	2,321
Utah.....	4,519	360	273	339	691	599	381	369	381	259	423	278	166
Vermont.....	4,964	386	234	273	421	981	777	400	571	339	291	213	78
Virginia.....	29,880	2,743	2,427	3,655	2,471	3,664	3,376	2,881	2,937	2,250	1,602	960	914
Washington.....	9,102	203	293	456	651	701	565	854	1,833	1,080	1,061	739	610
West Virginia.....	11,779	762	753	904	804	1,616	1,274	1,410	1,370	910	867	665	384
Wisconsin.....	21,935	2,035	1,226	1,533	1,831	2,799	2,610	2,073	2,899	1,720	1,204	1,108	832
Wyoming.....	5,601	297	158	275	594	760	657	675	474	647	414	341	309

<sup>1</sup> South Dakota agency suspended operations July 28-Sept. 26.



ments in Alaska during 1939 were on relief projects. In Hawaii, where nearly 60 percent of all placements in 1938 were on work-relief projects, this number had dropped to 26 percent for 1939. More than 40 percent of all 1939 relief placements were accounted for by 2 States—New York and Pennsylvania.

### Supplementary Placements

Employment offices also made more than a million supplementary placements during 1939 (table 21). Each of these placements indicates

that the employment service has been instrumental in bringing the worker and employer together although the service has not performed all the steps involved in a complete placement. More than a quarter million supplementary placements were made during August and September in Texas, principally in agricultural activity; for the year as a whole the Texas employment service accounted for more than half the Nation's total of supplementary placements. Because of their special character, supplementary placements are not included in figures for "total placements."

Table 21.—*Employment service: Supplementary placements,<sup>1</sup> by States and by months, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,038,006	31,085	30,817	37,329	42,523	72,746	103,914	121,232	171,886	205,330	113,381	59,591	43,172
Alabama	11,940	1,835	1,027	880	516	858	1,598	1,193	1,138	612	1,008	610	665
Alaska	325	7	7	7	22	50	55	45	23	31	26	33	14
Arizona	30,103	1,969	506	2,324	3,380	1,247	1,010	2,243	626	2,379	4,153	5,674	4,692
Arkansas	28,698	553	1,187	3,381	1,641	6,337	5,077	1,808	1,466	3,770	2,797	669	912
California	48,012	2,271	1,519	2,203	3,189	5,602	4,048	3,414	7,111	5,010	7,834	3,251	2,033
Colorado	4,723	22	59	59	91	529	680	1,023	1,121	487	559	68	25
Connecticut	3,135	1,003	188	197	154	136	207	107	206	212	392	199	134
Delaware	573	43	20	27	22	19	22	41	48	53	68	204	6
District of Columbia	443	26	3	54	59	18	32	45	21	38	25	66	58
Florida	3,726	1,338	798	285	216	230	142	153	225	144	116	43	36
Georgia	1,812	90	189	230	151	133	145	68	81	294	229	124	78
Hawaii	3,230	819	273	405	405	305	261	198	239	110	91	93	31
Idaho	4,761	76	28	30	38	413	331	173	388	511	2,447	153	173
Illinois	3,361	249	178	194	232	262	240	358	411	416	323	262	237
Indiana	18,435	730	1,066	1,024	794	1,110	1,475	1,593	2,104	3,242	2,688	1,406	1,203
Iowa	3,167	747	655	125	150	230	132	246	221	136	298	155	72
Kansas	4,112	336	252	311	490	476	422	439	472	302	328	148	136
Kentucky	6,386	879	521	612	623	476	343	428	896	734	196	281	282
Louisiana	9,902	1,189	909	612	617	844	760	352	260	1,363	1,427	1,382	237
Maine	1,514	138	71	221	234	219	275	97	94	60	47	36	22
Maryland	1,136	141	126	95	76	135	121	125	86	47	66	61	57
Massachusetts	1,398	205	172	102	130	82	91	57	55	166	150	144	44
Michigan	4,610	1,222	956	529	263	155	157	266	178	266	168	243	207
Minnesota	7,489	285	243	331	602	842	1,158	802	732	836	705	499	274
Mississippi	10,490	371	605	848	792	839	997	1,079	1,442	1,907	789	538	283
Missouri	821	30	50	34	180	179	74	83	64	44	42	27	34
Montana	3,649	109	41	150	335	370	295	403	443	280	427	426	180
Nebraska	1,104	36	63	128	111	152	133	138	69	82	111	44	37
Nevada	660	54	41	71	102	65	49	43	30	64	67	43	26
New Hampshire	1,983	138	366	134	132	79	172	122	136	124	193	218	169
New Jersey	4,832	91	162	69	203	213	899	878	650	421	462	334	450
New Mexico	15,093	12	22	24	56	41	168	58	77	1,324	5,765	5,793	1,753
New York	10,466	70	473	1,098	858	940	1,146	996	1,202	1,089	1,082	885	627
North Carolina	9,542	280	354	395	550	468	2,149	382	2,422	617	1,243	361	321
North Dakota	1,192	85	57	43	95	116	129	133	268	109	68	36	53
Ohio	22,948	756	2,479	1,127	2,787	3,028	4,790	1,889	2,283	2,143	939	377	380
Oklahoma	5,123	196	120	316	742	637	641	231	257	612	337	608	426
Oregon	48,439	470	215	681	1,405	4,514	9,187	5,358	13,768	8,615	3,023	785	418
Pennsylvania	13,648	1,284	539	1,056	609	1,277	1,337	1,398	1,253	999	1,220	885	1,691
Rhode Island	638	36	133	12	69	15	52	35	86	116	28	15	41
South Carolina	703	114	111	63	60	73	59	49	45	24	41	51	13
South Dakota	985	45	13	35	87	160	100	412	( <sup>1</sup> )	( <sup>1</sup> )	61	44	28
Tennessee	83,957	514	516	775	276	2,050	22,122	17,499	2,338	21,217	11,305	4,338	1,007
Texas	667,565	7,795	11,609	13,541	16,589	34,949	37,220	71,392	123,803	140,768	56,261	26,235	27,463
Utah	6,678	424	144	351	650	741	1,297	769	838	559	529	315	61
Vermont	176	15	18	9	18	29	20	13	8	20	6	15	5
Virginia	3,865	677	172	435	226	298	264	257	490	297	345	236	198
Washington	8,484	250	447	622	1,041	764	926	957	1,084	682	1,352	223	236
West Virginia	6,366	521	614	678	406	413	470	439	421	969	312	708	415
Wisconsin	6,458	568	477	457	255	388	271	350	659	818	577	310	328
Wyoming	450	16	23	39	50	93	32	63	36	52	27	17	2

<sup>1</sup> See definition, p. 148.

<sup>2</sup> See footnotes 3 and 4.

<sup>3</sup> Florida employment service not in complete operation during January and February; private placement activity largely suspended.

<sup>4</sup> South Dakota agency suspended operations July 28–September 26.

<sup>5</sup> Excludes supplementary farm placements made in cooperation with Memphis, Tenn., office.



**Characteristics of Workers Placed<sup>3</sup>**

For several years placements of women have been increasing in number and in proportion to all placements. Women obtained 36 percent of all jobs filled through the placement activities of public employment offices in 1939 as compared with 32 percent in 1938 (table 28). In part this relative increase results from the decline in placements in public employment; as chart 13 indi-

<sup>3</sup> In any interpretation of these data it should be remembered that they have been derived from the number of placements; the characteristics of a worker placed twice during the year are included twice.

**Chart 13.—Employment service: Distribution of public and private placements of men and women by age groups, 1939<sup>1</sup>**



<sup>1</sup> See tables 22 and 23.

cates, very few women were placed in work-relief or other public employment.

Nearly 30 percent of all 1939 placements were made for workers aged 25-34 years (tables 22, 23, and 28). Although 612,000 placements were made for workers over 45 years of age these placements constituted only 18 percent of the total; 11 percent were for workers under 20. Placements of young women were proportionately greater than of men in the same age groups: 17 percent of the women placed were under 20 while only 8 percent of the men placed were in the lowest age group. Less than 1 percent of men and of women placed were 65 or over.

Variations are found in the age distributions for placements in public and private employment (chart 13). More than 13 percent of the jobs in private employment went to workers under 20 (mostly to women); in public employment, in which most placements are in the field of construction, only 5 percent of the jobs went to workers under 20. Although 36 percent of the placements in private employment were made for persons under 25, only 25 percent of the placements in public employment were for this age group. Persons aged 25-44 received the majority of placements (56 percent) in public employment; this age group was also the largest (47 percent) for placements in private industry. Public employment also exceeded private employment in the proportion of jobs filled by workers 45 years of age and over; this age group constituted 19 percent of the total for public employment and 17 percent for private employment.

Nearly four-fifths of all placements in 1939 were of white workers; of the remaining one-fifth, almost all were placements of Negroes.

**Occupational and Industrial Differences**

In private placements, those of sales and clerical workers showed the greatest increase during 1939; the 205,000 placements in sales positions represented an increase of 65 percent over the number reported in 1938 and clerical placements were 63 percent greater in number (tables 24 and 29). Placements of skilled workers also increased notably—52 percent over 1938. Together, these 3 occupational groups accounted for one-fifth of all placements with private employers during the year. The largest number of placements, however, was in the service groups. These groups



Table 22.—Employment service: Private placements of men and women, by age groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
	Men and women															
Total.....	1,2,075,691	1,435,435	1,240,156	149,651	205,800	309,255	297,579	417,175	323,398	278,583	234,015	186,959	131,967	79,486	42,113	14,326
Alabama.....	38,548	25,329	13,387	2,041	1,746	5,019	3,352	9,078	4,653	4,113	2,225	2,784	895	1,264	277	248
Alaska.....	5,518	3,587	1,387	56	50	400	300	633	333	234	87	85	85	53	13	8
Arizona.....	26,000	17,217	8,783	1,760	2,272	2,650	1,568	5,151	2,763	3,829	1,938	2,391	929	1,997	209	175
Arkansas.....	41,336	27,015	14,321	3,522	5,360	3,783	6,428	3,934	4,803	4,933	3,933	4,103	1,997	335	172	23
California.....	221,630	122,152	90,379	8,507	9,009	24,556	20,363	38,530	28,362	25,979	21,938	17,883	11,128	7,028	5,411	607
Colorado.....	45,474	30,145	14,929	3,565	2,878	6,390	3,815	8,829	3,364	3,811	2,453	3,133	1,488	667	207	32
Connecticut.....	42,454	21,495	20,959	2,869	3,065	4,092	5,594	4,726	2,429	3,317	1,850	3,708	1,732	1,448	607	56
Delaware.....	14,716	10,771	5,745	1,071	1,071	2,812	1,594	4,298	2,384	3,083	1,552	2,036	1,072	273	402	89
District of Columbia.....	32,072	22,304	723	1,256	1,256	2,812	4,004	1,942	4,206	3,280	2,729	3,755	2,036	660	341	150
Florida.....	12,379	9,385	580	765	2,364	1,942	4,206	3,280	2,729	3,755	2,036	3,755	2,036	660	341	150
Georgia.....	55,788	35,307	10,981	3,108	3,559	8,039	5,024	11,740	6,753	6,753	3,316	3,316	1,415	1,858	441	86
Hawaii.....	3,016	1,802	1,154	155	155	375	238	4,904	1,659	1,659	1,100	1,100	1,100	1,100	1,100	50
Idaho.....	24,105	16,292	6,813	2,527	1,934	7,702	16,829	17,431	10,772	11,512	7,417	7,417	2,739	2,739	370	176
Illinois.....	183,684	97,397	46,416	5,222	9,007	11,049	12,796	17,431	11,512	7,417	7,417	7,417	2,739	2,739	370	176
Indiana.....	61,685	32,718	28,337	3,770	5,119	7,501	6,387	8,327	6,076	6,076	4,845	4,845	1,901	1,901	276	96
Iowa.....	24,459	13,753	10,704	1,651	2,298	3,148	2,603	3,917	2,603	2,603	1,727	1,727	1,727	1,727	204	38
Kansas.....	20,298	9,957	10,311	1,011	2,293	2,802	3,170	2,696	1,904	1,904	1,705	1,705	1,705	1,705	1,705	180
Kentucky.....	29,177	22,649	2,118	2,233	3,802	5,431	3,932	1,708	1,708	1,708	1,456	1,456	1,456	1,456	1,456	116
Louisiana.....	16,517	8,449	1,813	1,813	2,075	3,809	3,121	5,220	3,429	3,429	3,953	2,290	3,953	2,290	3,953	209
Maine.....	31,532	19,214	12,318	1,336	3,305	3,028	4,226	3,311	3,472	2,125	2,451	1,806	2,032	793	662	32
Maryland.....	28,741	16,192	11,546	1,336	3,305	3,028	4,226	3,311	3,472	2,125	2,451	1,806	2,032	793	662	32
Massachusetts.....	101,629	56,559	45,070	4,854	7,740	13,084	10,875	15,961	10,277	10,277	9,441	7,871	4,824	3,099	1,778	44
Michigan.....	54,585	27,301	27,284	2,434	5,608	5,276	7,317	7,432	5,802	5,802	4,935	4,935	1,322	1,322	178	74
Minnesota.....	23,868	14,476	9,392	1,770	2,273	3,102	2,273	4,057	3,593	3,593	5,053	4,668	3,593	3,593	351	26
Mississippi.....	66,754	37,139	20,697	4,462	1,437	1,485	7,756	2,256	5,524	1,305	4,298	1,016	3,593	545	165	177
Missouri.....	16,608	9,110	7,493	993	1,685	2,603	2,145	2,623	1,403	1,403	1,047	887	682	422	202	88
Montana.....	9,893	6,440	3,363	263	363	1,353	546	1,835	1,082	1,082	1,383	720	1,156	500	359	381
Nebraska.....	13,103	5,514	1,334	1,211	1,211	2,778	1,236	3,290	1,208	2,353	782	2,193	729	978	300	177
Nevada.....	18,617	13,103	5,514	1,334	1,211	2,778	1,236	3,290	1,208	2,353	782	2,193	729	978	300	177
New Hampshire.....	99,575	33,452	66,123	3,726	8,258	7,830	13,593	8,782	16,679	6,290	16,379	4,535	8,861	1,971	2,237	320
New Jersey.....	18,716	13,103	5,514	1,334	1,211	2,778	1,236	3,290	1,208	2,353	782	2,193	729	978	300	177
New Mexico.....	23,310	8,783	15,526	1,336	1,336	10,418	14,210	18,160	27,504	23,411	20,693	16,332	24,250	12,337	4,779	745
New York.....	63,424	31,020	32,404	4,910	7,756	8,131	9,401	10,225	5,647	5,647	2,955	2,955	2,537	1,714	862	92
North Carolina.....	133,931	61,295	72,636	5,605	6,165	5,290	5,987	2,916	7,014	16,036	12,175	15,584	9,082	5,163	3,089	116
North Dakota.....	66,169	25,928	40,241	4,178	3,761	4,272	4,365	6,655	7,789	7,789	2,925	2,925	2,925	2,925	373	276
Ohio.....	80,466	38,073	42,393	2,298	3,351	3,701	4,730	11,431	12,764	6,388	7,372	8,878	1,899	3,113	786	403
Oklahoma.....	38,073	25,928	12,145	1,336	1,336	10,418	14,210	18,160	27,504	23,411	20,693	16,332	24,250	12,337	4,779	745
Oregon.....	38,073	25,928	12,145	1,336	1,336	10,418	14,210	18,160	27,504	23,411	20,693	16,332	24,250	12,337	4,779	745
Pennsylvania.....	38,073	25,928	12,145	1,336	1,336	10,418	14,210	18,160	27,504	23,411	20,693	16,332	24,250	12,337	4,779	745
Rhode Island.....	9,407	5,606	3,801	594	468	785	1,159	799	1,079	1,079	1,009	646	1,009	646	161	17
South Carolina.....	15,896	9,894	6,002	840	918	2,587	1,622	3,323	1,994	1,994	1,685	925	917	401	112	27
South Dakota.....	48,716	4,584	4,584	4,132	409	1,178	1,054	1,184	918	918	621	478	621	478	149	37
Tennessee.....	46,576	22,912	23,664	2,912	2,912	4,337	3,518	7,742	4,783	4,783	2,733	1,910	1,910	1,910	581	113
Texas.....	295,874	180,459	115,415	12,583	22,147	47,995	37,965	67,965	32,417	40,554	19,847	23,069	8,720	8,307	2,485	1,748
Vermont.....	1,009	5,164	3,905	792	1,093	1,456	930	1,988	1,071	1,258	980	665	660	241	175	31
Virginia.....	41,927	22,003	22,324	2,456	3,383	5,341	5,331	6,616	6,531	4,211	4,314	2,370	1,935	258	153	72
Washington.....	66,621	44,283	22,338	5,091	4,693	7,895	5,208	11,841	8,547	3,721	2,370	1,935	915	194	134	32
West Virginia.....	13,907	15,075	1,675	1,256	1,256	3,997	4,183	4,183	4,183	4,183	2,400	2,400	2,400	2,400	2,400	114
Wisconsin.....	63,784	30,813	32,971	3,100	7,502	8,353	9,061	1,686	3,398	3,398	3,398	3,398	3,398	3,398	3,398	3,398
Wyoming.....	6,723	4,853	1,870	466	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301	1,301

1 Excludes 709 placements with age unspecified. See also footnotes 2 and 3.  
2 Employment service not in complete operation during January and February; private placement activity largely suspended.  
3 Agency suspended operations July 28-Sept. 26.



accounted for nearly 40 percent of all placements in private employment and for more than 60 percent of all placements of women in private employment. Jobs for unskilled labor constituted the next largest group of placements, accounting for 25 percent of the total placements in private industry and more than 40 percent of all placements of men in private industry. Because of the increasing proportion of placements in clerical, professional, and skilled jobs, the unskilled and the service groups accounted for a smaller proportion of placements in private employment than

in 1938, despite a substantial increase in their number. The smallest number of placements—some 30,000—was made in professional and kindred occupations.

The kinds of jobs available in public employment (which is principally construction) necessarily determine the occupational distribution of placements in this field. Nearly 63 percent of the placements in public employment during 1939 were in jobs requiring physical labor exclusively (table 25). Only 1 percent of the placements were in professional occupations; 2 percent were in

Table 23.—*Employment service: Public placements of men and women, by age groups and by States, 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		19 years and under		20-24 years		25-34 years		35-44 years		45-54 years		55-64 years		65 years and over	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	
Total.....	1,800, 278	789, 503	10, 775	35, 457	2, 187	158, 762	3, 395	271, 461	2, 924	172, 188	1, 484	106, 487	604	39, 556	155	5, 592
Alabama.....	15, 544	15, 422	122	690	11	3, 318	37	5, 977	41	3, 061	18	1, 710	6	592	1	74
Alaska.....	3, 043	2, 978	65	110	0	627	10	935	12	504	19	416	20	325	1	61
Arizona.....	4, 868	4, 803	65	118	7	905	22	1, 778	21	1, 095	8	673	4	198	3	36
Arkansas.....	12, 554	12, 431	123	512	19	2, 789	26	4, 736	43	2, 512	25	1, 365	9	449	1	68
California.....	37, 242	36, 307	935	908	171	5, 072	279	12, 433	271	9, 162	148	6, 292	54	2, 230	11	210
Colorado.....	9, 010	8, 684	326	441	20	1, 749	99	3, 053	103	1, 877	74	1, 130	24	377	6	57
Connecticut.....	11, 307	11, 235	72	406	7	2, 185	18	3, 377	25	2, 648	19	1, 957	3	603	0	59
Delaware.....	4, 015	3, 995	20	233	1	748	2	1, 295	5	887	6	577	6	205	0	50
District of Columbia.....	4, 563	4, 441	122	106	17	650	41	1, 694	49	1, 214	14	594	1	158	0	25
Florida.....	15, 391	15, 317	74	655	3	2, 853	24	5, 595	26	3, 609	13	1, 834	5	662	2	109
Georgia.....	34, 287	34, 108	179	2, 161	20	8, 122	49	12, 340	76	6, 607	29	3, 419	4	1, 250	1	209
Hawaii.....	3, 013	2, 982	31	150	4	737	8	1, 023	10	513	4	363	2	182	3	14
Idaho.....	8, 204	8, 120	84	373	4	1, 706	27	2, 665	20	1, 747	26	1, 213	5	377	2	39
Illinois.....	3, 698	3, 583	345	52	32	384	86	863	123	905	54	883	20	237	0	62
Indiana.....	4, 306	4, 204	412	203	41	930	102	1, 218	167	739	71	550	25	211	4	23
Iowa.....	29, 296	28, 300	996	1, 115	441	5, 131	330	8, 865	127	6, 374	53	4, 747	29	1, 579	15	189
Kansas.....	9, 414	9, 363	51	252	5	1, 721	19	3, 414	10	2, 136	12	1, 344	4	444	0	52
Kentucky.....	12, 946	12, 883	63	551	1	2, 448	24	4, 039	23	3, 034	9	1, 984	4	708	2	119
Louisiana.....	12, 150	11, 950	200	518	21	2, 824	72	4, 726	76	2, 453	19	1, 111	11	291	1	27
Maine.....	8, 014	7, 990	24	425	3	1, 622	10	2, 633	3	1, 633	3	1, 094	2	485	3	98
Maryland.....	11, 946	11, 927	19	442	0	1, 929	6	3, 879	7	2, 837	2	1, 960	2	771	2	109
Massachusetts.....	12, 224	12, 111	113	578	14	2, 845	35	3, 961	38	2, 411	22	1, 622	3	620	0	74
Michigan.....	28, 904	28, 660	244	840	79	5, 072	70	9, 234	56	6, 839	24	4, 679	13	1, 775	2	221
Minnesota.....	19, 355	19, 113	242	483	16	3, 288	74	6, 932	90	4, 119	41	2, 933	13	1, 230	7	128
Mississippi.....	40, 310	40, 228	82	2, 778	23	11, 098	38	15, 488	17	6, 941	4	2, 849	0	922	0	152
Missouri.....	13, 685	13, 601	84	767	25	3, 210	29	4, 603	23	2, 625	6	1, 595	0	682	1	119
Montana.....	11, 510	11, 285	225	307	30	1, 774	81	3, 917	50	2, 547	35	1, 809	23	819	6	112
Nebraska.....	22, 217	21, 843	274	890	44	4, 548	92	7, 848	95	4, 657	34	2, 870	6	1, 031	3	99
Nevada.....	5, 600	5, 462	38	159	17	599	4	1, 009	9	589	4	422	3	171	1	22
New Hampshire.....	6, 612	6, 467	145	1, 158	61	1, 637	36	1, 486	18	947	15	772	7	386	7	81
New Jersey.....	6, 884	6, 610	274	307	90	1, 138	123	1, 932	28	1, 594	22	1, 112	10	399	1	68
New Mexico.....	5, 377	5, 285	92	296	10	1, 222	38	1, 999	31	1, 059	9	537	4	151	0	21
New York.....	45, 161	44, 459	702	921	45	5, 740	251	11, 805	225	11, 494	119	9, 295	48	4, 522	13	682
North Carolina.....	44, 193	43, 836	357	2, 760	67	10, 670	92	14, 829	95	9, 226	63	4, 551	36	1, 582	3	218
North Dakota.....	5, 445	5, 309	139	132	31	963	46	2, 012	45	1, 140	12	746	4	269	0	27
Ohio.....	19, 352	19, 063	319	957	44	3, 500	68	5, 819	96	4, 326	68	3, 057	33	1, 231	8	173
Oklahoma.....	14, 307	14, 216	91	269	10	2, 838	31	5, 623	22	3, 425	20	1, 650	6	370	1	41
Oregon.....	19, 705	19, 591	114	728	41	3, 012	30	5, 858	21	4, 762	10	3, 550	8	1, 501	4	180
Pennsylvania.....	30, 026	29, 653	373	1, 366	39	6, 729	108	9, 983	136	5, 839	63	3, 724	18	1, 697	9	315
Rhode Island.....	2, 977	2, 823	154	201	102	670	50	846	0	553	0	407	2	137	0	9
South Carolina.....	21, 470	21, 359	111	1, 056	8	5, 597	35	8, 010	38	3, 890	18	1, 971	9	746	2	89
South Dakota.....	25, 403	25, 319	84	165	6	1, 007	30	1, 866	37	1, 122	9	804	2	324	0	31
Tennessee.....	14, 529	14, 438	91	527	22	2, 500	20	5, 274	27	3, 568	15	1, 885	6	594	1	90
Texas.....	65, 022	64, 728	294	2, 292	50	14, 191	120	26, 698	93	14, 182	28	5, 856	3	1, 333	0	176
Utah.....	4, 517	4, 432	85	128	9	789	33	1, 542	32	1, 043	8	699	2	198	1	33
Vermont.....	4, 904	4, 932	12	422	4	1, 145	2	1, 484	5	921	1	612	0	311	0	57
Virginia.....	29, 878	29, 777	101	2, 076	12	5, 881	25	9, 569	37	6, 038	22	4, 060	5	1, 327	0	226
Washington.....	9, 100	8, 675	425	661	177	1, 552	165	2, 723	49	1, 762	16	1, 362	16	555	2	60
West Virginia.....	11, 779	11, 715	64	572	16	2, 552	18	4, 098	18	2, 453	8	1, 403	4	550	0	87
Wisconsin.....	21, 928	20, 831	1, 097	700	263	3, 416	347	6, 454	242	4, 785	156	3, 678	71	1, 538	18	260
Wyoming.....	5, 600	5, 549	51	169	4	1, 129	13	2, 021	14	1, 184	6	761	9	254	4	31

<sup>1</sup> Excludes 311 placements with age unspecified. See also footnote 2.

<sup>2</sup> Agency suspended operations July 28-Sept. 26.



clerical jobs and 1 percent in service occupations; 14 percent called for craftsmen and 19 percent for production workers.

The greatest increase in 1939 placements over 1938 occurred in the fields of distribution and manufacturing (tables 26 and 30).<sup>1</sup> Although constituting only slightly more than 10 percent of all placements, the 350,000 jobs in the distri-

<sup>1</sup>The industrial classification used for analysis of placements differs from that for employment and pay rolls indicated on p. 149.

bution field represented a gain of 70 percent over the previous year. This group includes all types of wholesale and retail trade. Placements in manufacturing which numbered 531,000 (15 percent of all placements) gained 51 percent over 1938 levels. Men were placed in slightly more than three-fifths of the manufacturing jobs filled. In 3 States (New Hampshire, Rhode Island, and Utah) a larger number of placements were made in manufacturing than in any other group.

**Table 24.—Employment service: Private placements of men and women, by major occupational groups and by States, 1939**

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total			Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical labor workers	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
<b>Total</b> .....	12,672,841	1,433,266	1,239,575	20,813	8,527	75,824	128,686	41,127	85,684	275,482	761,765	183,336	25,936	225,273	148,932	611,411	80,045
Alabama.....	38,553	25,352	13,201	135	34	505	1,345	356	541	2,184	4,914	3,087	629	3,681	2,657	15,404	3,081
Alaska.....	1,821	1,436	13	13	3	8	5	20	22	300	351	227	8	188	3	1	3
Arizona.....	25,995	17,212	8,783	178	91	430	387	142	323	2,600	6,070	877	8	1,009	84	11,976	1,820
Arkansas.....	41,337	27,017	14,320	66	32	646	845	219	525	2,556	8,138	1,064	74	1,127	494	21,339	4,302
California.....	221,608	122,197	99,411	5,096	3,106	6,062	9,593	4,191	10,194	22,208	58,804	14,299	817	12,907	12,827	57,494	4,070
Colorado.....	45,060	30,138	14,922	272	83	1,252	672	615	1,160	3,494	11,021	1,754	181	4,999	662	17,752	1,143
Connecticut.....	42,416	21,487	20,923	301	94	968	1,661	1,129	1,537	4,592	11,875	4,997	858	4,521	4,518	4,949	386
Delaware.....	14,063	8,621	8,462	446	10	165	380	85	191	744	4,739	1,143	49	489	538	2,549	2,535
District of Columbia.....	36,066	13,770	22,295	154	30	737	1,116	705	1,267	6,255	19,473	2,258	32	1,030	315	2,601	57
Florida.....	21,792	12,403	9,389	323	49	529	410	458	793	1,867	3,729	1,269	66	2,321	4,044	5,636	298
Georgia.....	55,830	35,838	19,992	463	134	1,085	1,403	1,150	987	5,766	8,885	4,449	909	5,072	4,411	17,852	3,763
Hawaii.....	3,017	1,862	1,155	26	3	36	50	47	65	482	1,002	335	3	118	12	818	20
Idaho.....	24,080	16,269	7,811	86	76	419	385	119	204	1,407	6,047	915	160	2,604	202	10,719	737
Illinois.....	135,263	66,057	69,206	730	242	4,313	6,791	2,519	5,993	16,637	46,281	8,304	766	10,628	7,090	22,926	2,043
Indiana.....	89,669	37,233	46,416	731	247	3,732	6,471	1,379	4,323	8,395	30,096	5,849	470	6,134	2,477	12,070	732
Iowa.....	61,085	32,710	28,366	324	134	2,376	3,665	852	2,224	6,644	19,678	3,907	150	5,910	1,910	12,706	607
Kansas.....	24,458	13,754	10,704	107	43	1,068	1,012	402	562	3,374	7,532	1,424	24	2,024	407	5,419	135
Kentucky.....	20,289	9,986	10,303	81	77	706	1,449	497	941	2,399	6,369	1,311	101	2,032	486	2,960	680
Louisiana.....	51,872	29,184	22,688	237	67	1,103	1,677	665	1,262	4,927	15,445	3,445	203	2,682	2,854	16,125	980
Maine.....	16,427	8,424	8,003	51	21	379	585	225	300	1,132	4,174	2,656	707	1,308	989	2,673	1,227
Maryland.....	31,458	19,157	12,301	205	52	759	1,023	851	1,289	2,898	7,153	6,276	279	2,347	1,478	5,791	1,027
Massachusetts.....	28,579	12,540	16,039	191	67	1,151	1,857	610	1,165	2,375	8,690	3,806	942	2,375	2,781	2,100	547
Michigan.....	101,330	52,960	48,070	1,187	182	3,570	4,084	1,233	3,007	8,279	31,504	11,314	909	11,284	3,631	19,413	1,733
Minnesota.....	54,567	27,287	27,280	155	83	1,458	1,690	565	1,555	3,373	22,517	2,906	207	7,394	709	11,436	519
Mississippi.....	23,871	14,479	9,392	57	32	373	1,454	214	384	1,832	3,614	749	353	1,654	1,371	9,600	2,184
Missouri.....	66,907	37,079	29,828	423	238	2,386	2,564	2,061	3,057	6,566	15,947	5,204	1,448	3,245	3,230	17,194	3,324
Montana.....	9,762	7,063	2,699	35	6	201	146	89	101	509	2,403	844	17	1,846	18	3,639	8
Nebraska.....	16,609	9,120	7,489	89	37	740	609	247	757	2,284	5,726	727	39	1,108	185	3,925	136
Nevada.....	9,817	6,455	3,362	54	5	322	282	76	103	1,015	2,877	1,293	14	729	69	2,966	2
New Hampshire.....	18,602	13,092	5,510	22	11	300	356	103	207	1,080	3,604	1,564	603	1,844	722	3,889	107
New Jersey.....	99,570	33,449	66,121	527	120	2,187	3,357	1,618	3,261	6,999	40,893	8,348	1,837	4,706	12,671	8,434	4,122
New Mexico.....	21,294	15,966	5,328	385	57	206	267	110	224	648	3,085	461	12	524	52	1,632	1,631
New York.....	201,361	86,218	115,143	1,773	1,115	4,575	10,108	4,794	16,509	21,561	65,346	15,306	3,258	12,583	14,858	25,626	3,949
North Carolina.....	63,333	31,010	32,323	323	89	1,202	2,112	714	1,323	10,032	19,019	4,248	1,475	3,992	6,597	9,901	1,708
North Dakota.....	31,289	22,285	9,004	46	12	362	306	277	363	1,292	7,494	430	5	6,172	375	13,706	49
Ohio.....	128,868	61,215	67,680	1,220	188	6,097	8,826	1,838	4,584	14,361	49,917	8,549	645	8,167	3,296	20,683	3,254
Oklahoma.....	46,146	25,012	21,134	130	55	913	946	718	731	4,759	18,985	1,664	75	2,241	1,265	15,974	3,127
Oregon.....	49,748	37,976	11,772	341	90	387	460	270	556	2,794	6,229	5,155	154	8,126	2,703	23,103	2,580
Pennsylvania.....	94,164	38,346	55,808	894	256	3,827	8,130	1,869	3,079	4,930	33,661	9,570	2,029	6,222	7,327	11,134	1,326
Rhode Island.....	9,039	3,440	5,599	49	27	214	369	286	554	679	2,611	1,073	736	668	1,223	671	179
South Carolina.....	15,900	9,896	6,004	34	4	251	421	209	198	2,339	3,618	1,218	368	1,375	912	4,470	483
South Dakota.....	8,717	4,585	4,132	24	7	326	419	69	295	1,022	3,658	966	6	1,033	388	1,750	39
Tennessee.....	46,576	22,912	23,663	188	93	1,045	1,722	799	958	5,460	14,393	3,200	965	2,066	2,276	11,121	3,733
Texas.....	295,875	180,290	115,585	858	322	9,233	29,031	3,167	8,251	54,529	58,817	13,569	1,453	34,679	18,802	64,255	3,609
Utah.....	14,066	8,457	5,609	399	25	246	760	119	272	358	2,245	500	23	2,231	2,445	5,604	766
Vermont.....	9,969	5,164	3,905	32	13	170	337	83	171	809	3,134	633	19	1,004	141	2,433	90
Virginia.....	44,233	21,918	22,315	165	36	733	1,411	362	554	4,134	10,686	4,300	910	4,724	7,239	7,500	1,479
Washington.....	66,224	44,284	22,340	487	569	1,632	2,931	721	792	3,092	7,881	2,419	327	8,693	3,197	27,240	6,643
West Virginia.....	29,208	13,547	15,661	187	37	1,141	1,622	383	801	1,620	12,263	3,073	200	1,728	599	5,415	139
Wisconsin.....	63,559	30,691	32,868	323	112	1,988	3,612	817	1,973	5,207	23,807	4,167	459	6,149	1,077	12,046	1,828
Wyoming.....	6,723	4,884	1,839	10	5	110	144	90	107	607	1,555	203	2	487	12	3,377	14

<sup>1</sup> Excludes 3,459 placements with occupation unspecified. See also footnotes 2 and 3.

<sup>2</sup> Employment service not in complete operation during January and February; private placement activity largely suspended.

<sup>3</sup> Agency suspended operations July 28–Sept. 26.



Personal service, hotels, restaurants, and amusements constituted the largest single industrial group of placements for the country as a whole. This group, with 1,058,000 placements, accounted for 30 percent of the total and provided more placements than any other group in 21 States <sup>5</sup> (table 26).

Building and construction activity, in which the second greatest number of placements was made,

<sup>5</sup> California, Connecticut, Delaware, District of Columbia, Illinois, Indiana, Kansas, Louisiana, Michigan, Minnesota, Missouri, Nevada, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Tennessee, Texas, West Virginia, and Wisconsin.

accounted for nearly one-fourth of all placements made during the year. Of the 843,000 placements in this field, five-sixths were in public construction. Placements in private construction, however, showed a much greater increase over 1938, advancing 29 percent, while placements in public construction increased only 5 percent. In 18 States <sup>6</sup> this group provided the largest proportion of placements.

Agriculture accounted for 10 percent of all com

<sup>6</sup> Alabama, Florida, Georgia, Hawaii, Iowa, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Montana, Nebraska, North Carolina, South Carolina, South Dakota, Vermont, Virginia, and Wyoming.

Table 25.—Employment service: Public placements of men and women, by major occupational groups and by States, 1939

[Data reported by State agencies, corrected to Mar. 15, 1940]

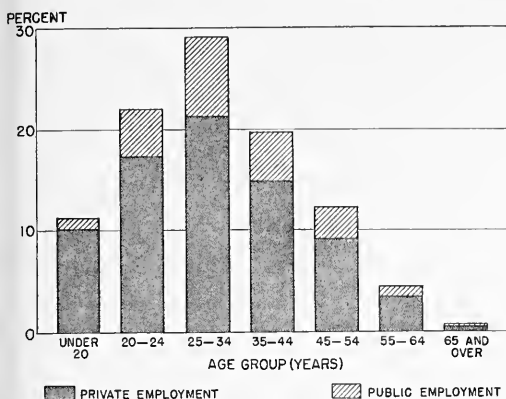
State	Total			Professional and kindred workers		Salespersons		Clerical workers		Service workers		Craftsmen		Production workers		Physical labor workers	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Total.....	799,677	789,031	10,646	7,248	1,966	414	28	7,694	6,134	9,173	2,137	113,395	59	148,168	200	502,939	12
Alabama.....	15,544	15,422	122	169	37	0	0	63	82	44	2	2,726	0	2,252	1	10,168	0
Alaska.....	3,043	2,978	65	14	0	0	1	15	9	23	54	116	0	124	1	2,686	0
Arizona.....	4,866	4,801	65	65	11	0	0	36	48	108	6	795	0	920	0	2,877	0
Arkansas.....	12,556	12,433	123	168	13	3	1	75	71	67	38	1,175	0	1,638	0	9,307	0
California.....	37,246	36,311	935	468	104	6	6	659	592	904	223	7,634	1	7,634	1	19,276	0
Colorado.....	9,011	8,885	326	199	225	1	0	244	85	79	1	1,431	0	2,430	2	5,301	0
Connecticut.....	11,307	11,235	72	156	17	10	0	323	42	203	13	1,232	0	2,529	0	6,782	0
Delaware.....	4,013	3,993	20	31	9	0	0	22	9	25	2	556	0	554	0	2,805	0
District of Columbia.....	4,563	4,441	122	38	10	1	0	141	101	140	5	579	0	673	6	2,869	0
Florida.....	15,409	15,335	74	125	6	5	0	184	54	133	12	2,013	1	1,921	1	10,954	0
Georgia.....	34,330	34,150	180	380	26	0	1	106	137	214	13	5,730	1	4,202	1	23,518	1
Hawaii.....	3,013	2,982	31	17	2	0	0	15	17	17	7	240	0	269	1	2,421	0
Idaho.....	8,215	8,130	85	46	2	1	2	30	44	138	33	962	0	2,704	3	4,249	0
Illinois.....	3,698	3,383	315	130	119	320	1	385	155	93	40	237	0	240	0	1,978	0
Indiana.....	4,306	3,894	412	132	64	2	0	53	243	155	97	323	0	266	3	2,963	0
Iowa.....	29,204	28,246	958	261	184	0	1	379	481	412	249	3,240	1	6,656	42	17,238	0
Kansas.....	9,415	9,364	51	46	6	0	0	51	34	85	11	1,154	0	1,367	0	6,661	0
Kentucky.....	12,941	12,876	65	56	4	0	1	40	52	50	5	2,447	0	1,509	0	8,776	0
Louisiana.....	12,163	11,963	200	78	43	2	0	136	130	77	27	878	0	886	0	9,906	0
Maine.....	8,015	7,991	24	39	2	0	0	16	12	32	7	1,443	2	1,403	1	5,555	0
Maryland.....	11,943	11,924	19	43	2	5	0	23	15	90	1	2,962	0	1,660	1	7,141	0
Massachusetts.....	12,224	12,111	113	133	28	1	0	17	26	227	59	1,621	0	4,244	0	5,868	0
Michigan.....	28,906	28,662	244	280	27	0	0	218	176	290	39	5,346	0	6,749	2	15,779	0
Minnesota.....	19,846	19,104	742	113	17	1	0	124	146	108	77	2,360	0	5,350	0	11,048	0
Mississippi.....	40,256	40,204	52	67	3	5	0	129	42	107	6	1,898	0	6,321	0	31,677	1
Missouri.....	13,684	13,600	84	29	14	1	0	119	63	34	5	1,181	0	1,535	2	10,701	0
Montana.....	11,502	11,277	225	133	26	2	0	160	149	136	30	2,137	7	2,573	12	6,066	1
Nebraska.....	22,206	21,932	274	201	132	1	3	219	126	149	12	2,353	0	4,604	1	14,405	0
Nevada.....	3,001	2,963	38	13	4	0	0	31	22	52	11	375	0	620	1	1,872	0
New Hampshire.....	6,601	6,457	144	25	6	0	1	111	82	83	52	608	0	1,459	0	4,171	3
New Jersey.....	6,885	6,611	274	431	13	1	0	251	215	173	40	930	0	993	0	3,332	6
New Mexico.....	5,339	5,293	46	78	9	0	1	35	72	70	8	373	0	1,525	1	3,187	0
New York.....	45,111	44,442	669	566	155	4	0	638	349	704	141	12,284	0	11,340	21	18,819	3
North Carolina.....	44,187	43,830	357	232	138	7	0	116	164	267	43	8,115	0	5,018	11	30,075	1
North Dakota.....	5,448	5,309	139	54	45	0	0	31	80	42	14	558	0	2,350	0	2,274	0
Ohio.....	19,382	19,063	319	180	22	2	1	113	166	284	128	2,479	0	2,410	2	13,595	0
Oklahoma.....	14,308	14,217	91	50	16	1	0	47	49	63	24	1,602	1	2,136	1	10,318	0
Oregon.....	19,657	19,543	114	160	16	0	0	285	77	532	13	2,948	2	7,031	6	8,587	0
Pennsylvania.....	30,027	29,564	463	340	52	1	3	653	291	91	23	3,520	0	4,638	3	20,431	1
Rhode Island.....	2,978	2,824	154	13	3	0	0	76	108	25	6	372	36	379	1	1,959	0
South Carolina.....	21,473	21,362	111	118	32	11	0	76	65	317	13	2,994	0	3,801	1	14,045	0
South Dakota.....	5,400	5,316	84	61	37	0	1	30	38	153	7	320	0	2,415	1	2,337	0
Tennessee.....	14,622	14,431	91	123	0	0	0	60	17	109	6	1,924	0	1,685	44	10,530	21
Texas.....	65,022	64,728	294	272	13	7	0	258	267	655	13	5,217	1	12,572	0	45,747	0
Utah.....	4,512	4,430	82	58	2	3	0	53	73	35	7	461	0	988	0	2,832	0
Vermont.....	4,963	4,951	12	46	4	0	0	17	7	5	1	791	0	3,690	2	3,663	0
Virginia.....	29,868	29,767	101	124	23	0	1	354	65	232	10	6,506	0	3,029	13	3,802	0
Washington.....	8,966	8,597	369	112	9	2	0	175	252	300	121	1,087	4	1,976	0	8,258	0
West Virginia.....	11,769	11,705	64	61	2	3	3	63	46	47	13	1,297	0	1,976	0	8,258	0
Wisconsin.....	21,714	20,617	1,097	419	232	4	1	244	451	628	338	4,639	2	2,429	2	12,254	71
Wyoming.....	5,599	5,547	52	15	0	1	0	12	31	79	21	863	0	1,405	0	3,172	0

<sup>1</sup> Excludes 912 placements with occupation unspecified. See also footnote 2.

<sup>2</sup> Agency suspended operations July 28-Sept. 26.



**Chart 14.—Employment service: Distribution of public and private placements by age groups, 1939<sup>1</sup>**



<sup>1</sup> See tables 22 and 23.

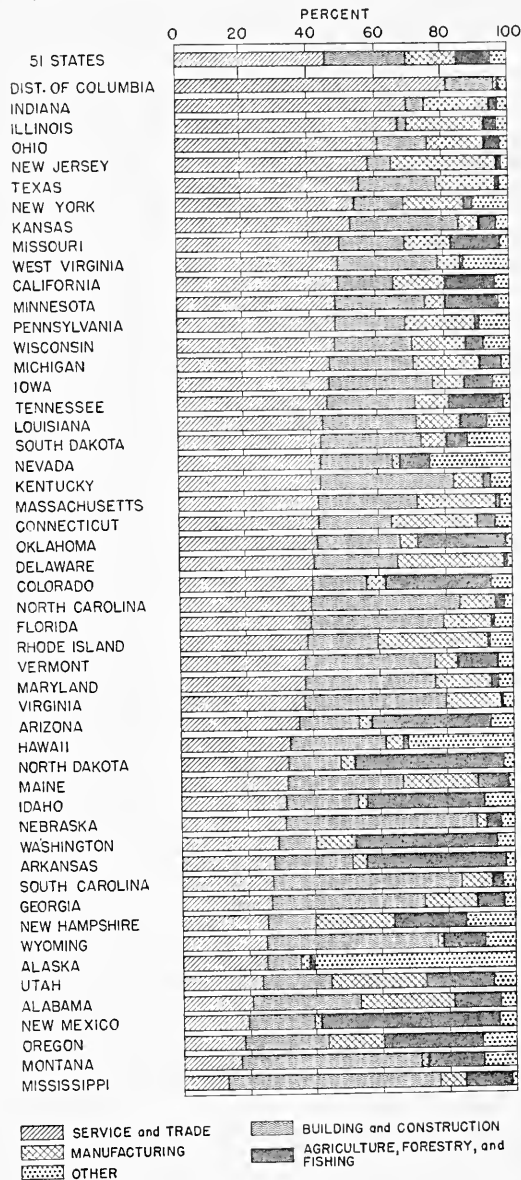
plete placements for the year and was the most important field of placement activity in 8 States.<sup>7</sup> The 348,000 complete placements reported for agriculture, however, represent only a fraction of the placement activities of the public employment offices in agricultural work since very large numbers of supplementary placements are farm placements. Although exact figures for supplementary placements in agriculture in 1939 are not available, it is known that the number exceeded by a wide margin the number of complete placements reported. All but a small proportion of the 568,000 supplementary placements in Texas were in agriculture. It might be noted that in most cases supplementary placements in agriculture differ from complete placements only in that incomplete registrations of workers are taken. Complete registrations are not practicable in many cases because of the mass character of many agricultural placements.

Although relatively small in total volume, placements in three groups—professional, commercial, and mechanical services; transportation, communication, and public utilities; and mining—made notable gains in 1939 in comparison with 1938. All showed increases of more than 30 percent.

Variations in the industrial distribution of placements are shown in chart 15. Service and distribution (trade) combined was most often the

dominant group in 1939, but the part played by building and construction in the placement activities of the States was also significant. In most of

**Chart 15.—Employment service: Percentage distribution of placements by industrial divisions, 51 States, 1939<sup>1</sup>**



<sup>1</sup> See table 26. "Service and trade" includes distribution and the 2 major service groups in that table.

<sup>7</sup> Arizona, Arkansas, Colorado, Idaho, New Mexico, North Dakota, Oregon, and Washington.



Table 26.—Employment service: All placements of men and women, by industrial groups and by States, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total		Agriculture, forestry, and fishing		Mining		Building and construction		Manufacturing		Professional, commercial, technical, and other non-manual services		Distribution		Personal services, hotels, restaurants, and amusements		Government, municipal, and service		Transportation, communication, and public utilities		Work-relief projects	
	Men and women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	
Total.....	23,476,611	2,225,498	1,251,113	307,673	40,755,193	838	306,841,327	1,402,322,077	209,175	108,539	57,965	170,131	170,000	309,785	718,371	42,728	6,461	56,989	3,137	46,591	3,941	
Alabama.....	54,699	40,776	13,323	5,389	2,007	690	2 17,514	8 11,041	4,154	741	412	1,357	1,581	2,966	4,914	37	809	34	869	84		
Alaska.....	4,907	4,455	452	2	213	1	482	0	1,041	3	69	13	137	13	2,665	4,353	108	127	32	2,419	53	
Arizona.....	30,879	22,028	8,851	9,282	1,851	672	10 6,556	6 1,144	118	699	304	729	453	2,533	6,015	127	677	34	489	45		
Arkansas.....	33,896	34,451	14,415	8,331	4,055	1,311	10 12,732	14 1,144	806	788	413	1,304	882	3,400	8,121	208	66	377	27	632	51	
California.....	238,864	128,574	106,316	33,247	4,118	1,139	32 43,980	117 23,008	15,637	8,790	7,330	11,449	2,903	1,233	4,573	10,685	4,459	3,803	533	1,140	72	
Colorado.....	258,084	138,541	100,590	15,000	2,883	21	10 13,366	9 1,940	1,174	1,449	790	2,968	2,431	1,368	715	213	715	35	408	91		
Connecticut.....	53,762	32,731	21,031	2,600	23	26	7,842	6,098	1,099	940	1,099	940	2,233	2,431	1,368	715	213	715	35	408	91	
Delaware.....	18,101	9,682	8,479	1,222	63	1	0	4,635	10	2,645	3,092	1,159	157	471	470	1,283	4,663	106	7	122	13	
District of Columbia.....	40,614	18,216	22,428	26	1	1	0	5,983	12	315	150	1,435	1,242	1,865	1,513	7,720	1,473	485	33	4	0	
Florida.....	37,352	27,883	9,469	156	72	88	1	14,866	39	2,792	2,527	1,371	397	5,142	2,536	2,133	3,792	36	481	41	939	28
Georgia.....	90,222	70,005	20,217	5,450	1,731	176	0	41,171	36	8,469	5,947	1,473	598	3,222	6,100	8,532	322	148	28	476	25	
Hawaii.....	6,033	4,817	1,186	84	0	591	0	1,742	3	8,988	24	1,473	598	3,222	6,100	8,532	322	148	28	476	25	
Idaho.....	32,329	24,341	7,989	10	21	1	6,917	12	640	333	631	246	1,006	620	1,580	5,802	2,145	38	3	1,588	19	
Illinois.....	138,968	69,443	69,525	2,979	60	135	14	4,383	69	21,381	9,991	8,393	3,931	10,042	10,413	44,944	1,173	101	669	159	842	214
Indiana.....	87,969	41,161	46,828	2,975	69	43	8,747	39	5,787	2,772	2,610	1,341	5,294	4,586	7,959	10,662	816	355	1,511	106	1,758	631
Iowa.....	30,833	31,020	13,219	7,555	1,805	12	3 10,877	7 4,111	1,940	1,542	1,874	1,079	4,542	8,486	152	44	27	238	23	344	33	
Kansas.....	33,874	22,880	10,375	1,637	4	1,563	13	13,366	14	7,111	1,940	1,542	1,874	1,079	4,542	8,486	152	44	27	238	23	
Kentucky.....	64,036	41,147	22,889	4,716	373	89	14	17,983	25	4,903	3,558	1,501	686	2,409	2,728	6,349	144	27	334	34	33	34
Louisiana.....	24,484	16,450	2,176	8,034	2	1,768	0	5,538	3	2,599	2,881	4,061	230	923	755	1,402	4,083	115	312	4	120	10
Maine.....	43,490	31,143	12,337	931	34	92	1	16,939	20	4,638	2,773	1,281	596	2,094	1,800	3,448	6,953	281	13	636	52	
Maryland.....	130,543	55,228	45,305	8,282	139	37	10 12,270	3 6,013	4,537	947	731	2,149	2,086	2,872	8,805	592	83	334	19	320	20	
Massachusetts.....	130,543	55,228	45,305	8,282	139	37	10 12,270	3 6,013	4,537	947	731	2,149	2,086	2,872	8,805	592	83	334	19	320	20	
Michigan.....	73,940	46,414	27,526	1,679	342	47	0	20,038	54	6,673	1,569	1,060	1,174	5,832	10,203	30,178	475	144	1,703	171	845	98
Minnesota.....	64,189	54,714	9,475	6,832	2,025	100	5	40,543	10	5,220	1,906	622	2,745	1,478	2,632	6,983	182	809	27	242	35	
Mississippi.....	80,668	50,743	29,925	9,218	2,018	446	7	15,794	64	5,294	4,542	1,762	4,431	3,861	8,107	15,984	290	66	181	131	188	20
Missouri.....	21,277	18,333	2,924	6,334	30	33	6	11,513	5	283	55	1,225	395	156	543	2,277	373	92	231	14	864	131
Montana.....	38,827	31,064	7,763	1,784	3	33	1	22,281	17	705	351	1,123	552	1,492	883	2,416	5,654	675	217	409	15	
Nebraska.....	16,426	10,420	5,429	1,000	146	1,801	28	2,802	7	267	34	296	123	569	383	1,421	2,639	656	16	555	9	
Nevada.....	28,229	18,750	5,659	5,420	20	1	0	3,957	5	4,359	1,352	569	167	923	430	1,283	3,496	261	7	900	65	
New Hampshire.....	105,462	40,064	68,394	1,647	119	76	4	7,414	42	14,316	10,007	2,594	1,173	4,903	5,144	7,219	30,419	649	85	775	561	
New Jersey.....	28,687	21,268	5,419	12,487	1,625	278	4	4,268	5	5,525	34	219	431	314	975	3,149	534	69	130	33	375	23
New Mexico.....	247,277	131,241	116,036	6,222	332	76	19	36,066	218	21,385	23,366	7,215	1,940	12,991	16,661	20,568	63,585	1,586	406	9,878	310	
New York.....	107,626	74,867	32,759	1,119	77	77	0	47,676	34	6,303	5,154	1,368	9,968	13,368	18,919	5,469	103	557	67	1,268	253	
North Carolina.....	148,314	80,390	68,014	16,830	945	9	5	5,511	17	727	817	898	323	1,156	437	1,706	7,346	108	130	739	15	
Ohio.....	40,477	40,145	20,332	13,154	3,058	127	13	15,087	7	6,234	1,345	1,219	3,041	2,216	1,634	10,403	3,515	553	229	1,992	130	
Oklahoma.....	70,167	11,889	19,344	1,205	433	433	13	17,528	6	8,468	3,258	1,258	611	1,469	1,565	2,887	5,091	4,702	63	1,951	10	
Oregon.....	134,267	68,072	56,195	1,658	82	309	7	25,972	53	14,463	11,629	3,446	1,572	814	9,862	5,853	32,620	1,149	244	1,316	103	
Pennsylvania.....	12,025	6,265	5,760	1	0	0	2	2,586	10	1,598	2,334	186	520	518	546	6,327	2,500	71	28	134	12	
Rhode Island.....	37,373	31,268	6,115	714	357	99	0	21,228	6	2,655	919	402	142	2,015	974	3,034	3,801	180	29	100	9	
South Carolina.....	14,120	9,904	4,216	874	0	74	3	4,271	2	6,565	453	373	238	695	469	1,259	2,969	1,405	73	227	0	
Tennessee.....	10,373	37,351	7,104	3,060	151	1	0	16,192	12	2,608	3,479	1,411	658	2,753	2,193	1,530	2,469	1,058	70	9	70	
Texas.....	390,896	245,017	115,879	4,206	5,025	31	83,923	65	42,860	24,011	2,800	2,922	30,854	57,094	64,182	1,227	226	6,789	103	525	42	
Utah.....	14,033	10,116	3,917	1,709	31	39	0	4,007	5	3,106	2,443	228	92	396	415	1,098	3,106	419	3	121	5	
Vermont.....	74,712	21,687	22,420	33	107	0	31,648	25	7,372	4,673	990	340	4,400	6,065	4,587	10,596	1,154	48	656	31	38	
Washington.....	41,370	25,629	15,741	603	86	49	12	4,392	1	6,234	1,345	1,219	3,041	2,216	1,634	10,403	3,515	553	229	1,992	130	
West Virginia.....	85,713	51,629	15,741	603	86	49	12	4,392	1	6,234	1,345	1,219	3,041	2,216	1,634	10,403	3,515	553	229	1,992	130	
Wisconsin.....	55,713	51,629	34,066	4,686	89	14	1	19,392	25	6,608	4,080	1,394	1,855	4,414	4,902	3,761	12,619	2,006	703	2,334	21	
Wyoming.....	12,325	10,433	1,892	1	12	76	2	6,279	7	189	19	204	81	328	186	5,819	1,629	258	43	635	9	

<sup>1</sup> Excludes supplementary placements, see table 21, p. 138; Industrial classifications differ from those in table 2, p. 82, listed on p. 149.<sup>2</sup> Excludes 273 placements with industry unspecified. See also footnotes 3 and 4.<sup>3</sup> Employment service not in complete operation during January and February, private placement agency largely suspended.<sup>4</sup> Agency suspended operations July 28-Sept. 26.



the States, placements in manufacturing were a comparatively small proportion of the total.

### Applications and Active File

When a worker applies for a job at a public employment office, his qualifications and characteristics are recorded. If there is no previous record of him at the office he is classified as a new applicant; and as long as he maintains contact with the office and gives assurance of his readiness to accept employment, his application is kept in the active file. Data on applications and the active file

provide a source of information pertaining to the registered job seekers of the country—their number, location, aptitudes, age, sex, race, occupation, former industry, and relief status.

A combination of factors brought the number of applications received during 1939 to the highest total for any year in the history of the service (table 17). Although applications received during the first 7 months of the year were about 6 percent below the total for the same period of 1938, the large volume of applications in the fall raised the 1939 total to more than 15 million—3 percent above

Table 27.—*Employment service: Placements, applications, and active file, by States, 1938 and 1939*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Complete placements						Total applications		Active file	
	Total		Private employment		Public employment		1938	1939	Dec. 31, 1938	Dec. 31, 1939
	1938	1939	1938	1939	1938	1939				
Total .....	<sup>1</sup> 2,701,178	<sup>2</sup> 3,476,889	<sup>1</sup> 1,885,409	<sup>2</sup> 2,676,300	815,769	<sup>2</sup> 800,589	<sup>1</sup> 14,597,798	<sup>2</sup> 15,094,851	<sup>1</sup> 7,215,973	<sup>2</sup> 7,461,146
Alabama.....	52,200	54,099	32,734	38,555	19,466	15,544	291,274	248,371	150,469	149,339
Alaska.....	3,618	4,908	1,126	1,861	2,492	3,047	5,767	9,549	1,626	2,706
Arizona.....	22,369	30,896	15,878	26,028	6,491	4,868	66,993	76,315	22,654	21,748
Arkansas.....	33,565	53,896	25,320	41,340	8,245	12,556	105,567	108,113	73,388	57,167
California.....	223,297	258,865	169,548	221,619	53,749	87,246	1,072,233	1,347,030	319,732	534,375
Colorado.....	45,419	54,087	34,689	45,075	10,730	9,012	141,289	195,201	46,851	64,611
Connecticut.....	35,015	53,762	28,117	42,455	6,898	11,307	253,560	213,812	110,543	81,230
Delaware.....	13,506	18,164	9,887	14,149	3,619	4,015	34,884	46,547	14,134	11,535
District of Columbia.....	27,969	40,644	25,681	36,081	2,288	4,563	119,285	112,561	55,022	34,170
Florida.....	<sup>1</sup> 15,470	<sup>1</sup> 37,503	<sup>1</sup> 132	<sup>1</sup> 21,975	15,438	15,528	<sup>1</sup> 179,842	<sup>1</sup> 169,120	<sup>1</sup> 108,943	<sup>1</sup> 80,907
Georgia.....	62,078	90,222	24,347	55,888	37,731	34,334	233,496	304,625	132,972	187,783
Hawaii.....	7,096	6,033	1,471	3,019	5,625	3,014	12,208	13,145	6,056	9,651
Idaho.....	25,318	32,331	17,376	24,115	7,942	8,216	90,262	72,622	22,608	16,722
Illinois.....	148,374	138,968	127,217	135,270	21,157	3,698	527,421	517,745	305,259	181,668
Indiana.....	57,819	87,989	52,973	83,683	4,846	4,306	473,657	451,040	221,127	195,998
Iowa.....	75,959	90,383	44,745	61,087	31,214	29,206	212,622	212,309	100,962	91,991
Kansas.....	30,628	33,874	12,228	24,459	18,400	9,415	123,423	169,752	66,524	37,199
Kentucky.....	24,730	33,256	10,306	20,301	14,424	12,955	162,296	235,014	98,034	76,853
Louisiana.....	41,803	64,036	30,776	51,873	11,027	12,163	235,471	254,435	120,210	106,424
Maine.....	18,686	24,487	10,405	16,467	8,281	8,020	142,197	113,091	51,298	33,987
Maryland.....	31,358	43,480	21,134	31,534	10,224	11,946	235,183	238,448	70,959	59,441
Massachusetts.....	24,963	40,965	19,030	28,741	5,933	12,224	359,728	356,265	324,368	180,168
Michigan.....	64,651	130,543	43,305	101,634	21,346	28,909	842,265	666,859	413,552	209,003
Minnesota.....	60,628	73,942	46,084	64,587	14,544	19,355	282,124	228,422	203,882	124,816
Mississippi.....	53,843	64,189	14,975	23,875	38,868	40,314	255,443	255,221	85,293	84,790
Missouri.....	42,841	80,674	30,461	66,985	11,880	13,689	281,543	435,325	187,691	158,546
Montana.....	24,667	21,279	12,610	9,767	12,057	11,512	63,537	54,211	33,180	28,620
Nebraska.....	35,604	38,827	13,946	16,609	21,658	22,218	100,316	110,799	42,216	47,894
Nevada.....	10,314	12,831	6,435	9,822	3,879	3,009	22,021	31,228	3,973	6,591
New Hampshire.....	17,508	25,229	13,888	18,617	3,620	6,612	97,403	80,068	35,052	21,706
New Jersey.....	41,910	106,463	38,464	99,578	3,446	6,885	329,080	593,089	234,126	276,246
New Mexico.....	36,609	26,688	31,192	21,311	5,417	5,377	59,829	60,817	37,226	35,397
New York.....	165,223	247,280	129,916	202,124	35,307	45,162	2,023,415	1,830,569	580,357	565,758
North Carolina.....	89,681	107,631	57,049	63,431	32,632	44,203	373,205	311,801	155,142	87,973
North Dakota.....	35,175	36,738	29,153	31,290	6,022	5,448	65,595	66,070	28,483	23,576
Ohio.....	98,695	148,314	72,182	128,932	26,513	19,382	645,206	845,856	448,436	250,954
Oklahoma.....	43,698	60,477	32,431	46,169	11,267	14,308	169,507	266,158	58,744	87,153
Oregon.....	44,756	70,167	28,482	50,460	16,274	19,707	170,847	161,035	85,827	42,071
Pennsylvania.....	112,175	124,310	71,536	94,269	40,639	30,041	1,171,939	1,270,220	1,027,812	413,439
Rhode Island.....	10,572	12,025	8,093	9,047	2,479	2,978	91,516	96,305	69,135	37,591
South Carolina.....	28,061	37,373	8,636	15,900	19,425	21,473	154,305	128,861	131,900	104,579
South Dakota.....	17,996	<sup>3</sup> 14,121	8,765	<sup>3</sup> 8,718	9,231	<sup>3</sup> 5,403	43,949	<sup>3</sup> 37,948	35,663	30,998
Tennessee.....	46,113	61,106	27,205	46,577	18,908	14,529	167,459	167,263	145,618	134,731
Texas.....	378,266	360,897	309,629	295,875	68,637	65,022	834,638	654,692	222,536	301,004
Utah.....	14,700	19,523	9,678	15,004	5,082	4,519	76,380	112,897	18,898	23,437
Vermont.....	10,446	14,033	6,692	9,069	3,754	4,481	44,881	36,014	16,657	15,540
Virginia.....	59,135	74,212	30,678	44,332	28,457	29,880	272,149	297,309	50,372	52,720
Washington.....	33,281	75,729	16,137	66,627	7,144	9,102	171,367	228,603	135,195	114,051
West Virginia.....	33,799	41,370	19,815	29,591	13,884	11,779	303,965	251,935	158,454	74,733
Wisconsin.....	67,239	85,736	47,349	63,801	19,890	21,935	446,751	341,529	137,509	168,713
Wyoming.....	12,792	12,325	5,603	6,724	7,189	5,601	38,485	42,847	9,305	9,013

<sup>1</sup> Florida employment service not in complete operation during 1938 and January and February 1939; private placement activity largely suspended.

<sup>2</sup> See footnotes 1 and 3.

<sup>3</sup> South Dakota agency suspended operations July 28-Sept. 26.



Table 28.—*Employment service: All placements of men and women, by age and race, 1938 and 1939<sup>1</sup>*

Age (years)	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	2,701,178	2,113,988	587,190	1,845,417	1,448,421	396,996	855,761	665,567	190,194
20 and under.....	398,202	330,667	67,535	208,323	167,361	40,962	189,879	163,306	26,573
21-24.....	456,870	364,724	92,146	306,906	243,902	63,004	149,964	120,822	29,142
25-34.....	793,099	595,336	197,763	573,466	439,047	134,419	219,633	150,289	69,344
35-44.....	556,727	421,174	135,553	388,548	299,880	88,668	168,179	121,294	46,885
45-54.....	345,654	278,583	67,071	251,107	202,572	48,535	94,547	76,011	18,536
55-64.....	127,630	105,733	21,897	97,629	80,671	16,958	30,001	25,062	4,939
65 and over.....	21,969	17,108	4,861	18,603	14,417	4,186	3,366	2,691	675
Unknown.....	1,027	663	364	835	571	264	192	92	100
1939									
Total.....	3,476,889	2,765,844	711,045	2,225,665	1,783,663	442,002	1,251,224	982,181	269,043
20 and under.....	556,631	478,206	78,425	273,657	231,538	42,119	282,974	246,668	36,306
21-24.....	605,455	493,698	111,757	379,468	310,363	69,105	235,987	193,355	42,632
25-34.....	1,014,958	769,594	245,364	688,636	534,263	154,373	326,322	235,326	90,996
35-44.....	686,870	521,495	165,375	460,771	350,280	110,491	236,099	171,215	64,884
45-54.....	426,017	345,929	80,088	293,446	240,058	53,388	132,571	105,871	26,700
55-64.....	161,310	136,212	25,098	119,042	100,536	18,506	42,268	35,676	6,592
65 and over.....	24,628	19,997	4,631	19,918	16,105	3,813	4,710	3,892	818
Unknown.....	1,020	713	307	727	515	212	293	198	95

<sup>1</sup> Excludes supplementary placements shown in table 21, p. 133.

the 1938 total and slightly greater than the previous high mark of 1934.

The major factors contributing to the gain were the beginning of unemployment compensation payments in 20 States during the year, the action taken by WPA authorities in requiring certified workers to register at public employment offices, and registrations by workers such as farm hands,

cannery workers, construction workers, and others who are normally laid off in the late fall months.

Unemployment compensation laws require that all claimants for benefits be registered at public employment offices. During January claims for benefits were received for the first time in 18 States and in July the last 2 of the 51 jurisdictions in the unemployment compensation program began ben

Table 29.—*Employment service: Private placements of men and women, by occupation and race, 1938 and 1939*

Occupation	Total			Men			Women		
	Total	White	Other	Total	White	Other	Total	White	Other
1938									
Total.....	1,885,409	1,445,403	440,006	1,043,536	793,036	250,500	841,873	652,367	189,506
Professional and kindred workers.....	23,378	22,732	646	15,994	15,425	569	7,384	7,307	77
Salespersons.....	124,066	121,258	2,808	47,197	46,453	744	76,869	74,805	2,064
Clerical workers.....	78,012	77,315	697	24,238	23,997	241	53,774	53,318	456
Service workers.....	726,419	517,815	208,604	184,276	121,927	62,349	542,143	395,888	146,255
Craftsmen.....	137,827	129,741	8,086	120,411	113,236	7,175	17,416	16,503	913
Production workers.....	264,799	213,083	51,716	177,872	145,774	32,098	86,927	67,309	19,618
Physical labor workers.....	527,653	360,376	167,277	471,248	324,040	147,208	56,405	36,336	20,069
Unknown.....	3,255	3,083	172	2,300	2,184	116	955	899	56
1939									
Total.....	2,676,300	2,110,490	565,810	1,435,863	1,138,710	297,153	1,240,437	971,780	268,657
Professional and kindred workers.....	29,340	28,357	983	20,813	19,963	850	8,527	8,394	133
Salespersons.....	204,610	200,566	4,044	75,824	74,766	1,058	128,686	125,800	2,886
Clerical workers.....	126,811	125,944	867	41,127	40,672	455	85,684	85,272	412
Service workers.....	1,037,247	717,109	320,138	275,452	174,139	101,313	761,765	542,970	218,795
Craftsmen.....	209,272	199,636	9,636	183,336	175,032	8,304	25,936	24,584	1,352
Production workers.....	374,205	315,469	58,736	225,273	190,726	34,547	148,932	134,743	24,189
Physical labor workers.....	691,456	520,126	171,330	611,411	460,945	150,466	80,045	59,181	20,864
Unknown.....	3,459	3,283	176	2,597	2,447	150	862	836	26



fit payments. In the 18 States with benefits first payable in January 1939, new applications in that month were more than double the total for December 1938. Outstanding in these increases are figures for New Jersey with 6,000 new applications in December and 39,000 in January and for Ohio with 18,000 new applications in December and 52,000 in January.<sup>8</sup>

During the fall of 1939 WPA authorities re-

quired that all certified workers on projects or awaiting assignment be actively registered at a public employment office. While many such workers had previously registered, in many cases the applications had lapsed into inactive status. During each of the last 5 months of 1939 total applications received at the employment offices exceeded those for the same 5 months of the previous year. It is likely that the WPA registrations were an important factor in this gain, particularly during September, October, and November. For the

<sup>1</sup> For data on new applications, see the *Social Security Bulletin*, February 1939, p. 40, and March 1939, p. 36.

Table 30.—*Employment service: All placements, by industrial groups and by States, 1938<sup>1</sup>*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Total	Agriculture, forestry, and fishing	Mining	Building and construction	Manufacturing	Professional, commercial, and mechanical services	Distribution	Personal service, hotels, restaurants, and amusements	Governmental service	Transportation, communication, and public utilities	Work-relief projects
Total	22,700,793	293,053	15,333	780,513	352,714	120,988	206,306	742,081	47,753	44,341	97,711
Alabama	52,198	3,330	1,255	19,010	19,114	1,005	1,666	3,342	215	520	2,741
Alaska	3,618	93	108	277	165	82	70	414	112	67	2,200
Arizona	22,367	5,390	771	6,162	1,907	518	679	5,790	143	326	672
Arkansas	33,564	14,631	38	7,370	1,798	799	930	6,251	191	309	1,249
California	223,271	32,173	909	53,241	31,274	10,769	17,680	61,931	8,139	3,804	3,346
Colorado	45,416	17,062	260	10,995	1,291	1,552	2,223	10,609	493	461	470
Connecticut	35,014	1,411	3	6,486	8,405	1,390	2,889	11,841	1,705	458	426
Delaware	13,506	194	4	3,877	4,861	267	403	3,640	39	52	74
District of Columbia	27,969	32	1	1,814	329	1,678	2,032	20,201	1,839	229	319
Florida	15,466	2	0	9,340	2	0	1	0	580	1	5,540
Georgia	62,078	2,410	105	39,928	3,587	1,300	4,492	7,673	455	350	1,780
Hawaii	6,989	73	0	1,708	49	94	95	650	103	102	4,115
Idaho	25,316	8,463	75	7,045	679	553	1,191	5,285	1,419	289	287
Illinois	148,373	5,685	182	18,163	21,544	11,487	19,671	63,901	2,385	2,749	3,205
Indiana	67,819	1,046	69	5,520	10,562	3,184	9,104	26,751	339	884	360
Iowa	75,959	6,725	231	29,338	3,833	3,103	6,984	20,937	1,098	1,351	2,359
Kansas	30,628	1,269	159	17,001	805	851	970	6,893	358	451	1,871
Kentucky	24,729	185	34	10,973	1,057	598	1,584	5,934	217	108	4,179
Louisiana	41,800	7,994	75	13,453	2,036	1,108	3,007	12,613	217	677	620
Maine	18,629	983	29	8,112	3,871	330	550	3,590	205	198	461
Maryland	31,356	868	271	11,660	4,855	1,311	2,558	7,866	446	599	1,022
Massachusetts	24,961	1,154	12	5,862	4,983	1,429	2,662	7,075	835	566	353
Michigan	64,650	1,671	47	16,567	16,638	1,859	3,727	10,876	703	674	5,888
Minnesota	60,573	10,262	23	15,347	3,486	2,836	4,017	22,380	760	620	852
Mississippi	53,842	2,076	73	39,117	6,686	1,146	1,269	2,339	371	198	567
Missouri	42,335	1,148	81	12,416	3,901	3,168	3,894	16,484	139	499	615
Montana	23,667	4,995	268	11,609	526	553	1,101	2,657	390	354	1,914
Nebraska	35,604	2,328	63	21,677	545	1,378	1,551	6,634	516	434	478
Nevada	10,314	857	1,204	3,435	205	260	595	2,442	737	555	114
New Hampshire	17,506	3,225	34	3,050	4,897	400	667	3,639	277	521	806
New Jersey	41,908	643	22	3,643	6,121	1,591	2,955	25,919	444	296	674
New Mexico	36,005	26,457	140	5,390	97	273	2,647	9,917	380	110	270
New York	165,223	4,689	72	27,197	25,971	13,422	17,995	55,630	1,798	7,715	10,734
North Carolina	89,681	4,499	30	29,510	12,802	1,810	7,556	25,639	544	434	6,857
North Dakota	35,175	15,694	16	5,856	1,736	1,696	1,361	7,487	315	678	336
Ohio	98,695	2,475	115	23,823	8,352	5,262	6,881	45,521	1,322	974	3,970
Oklahoma	43,694	15,376	23	10,995	1,629	1,007	1,514	11,735	172	255	988
Oregon	44,749	8,003	229	14,941	10,335	1,577	5,419	3,133	473	473	579
Pennsylvania	112,110	1,060	2,869	30,751	24,696	3,718	8,462	25,915	3,040	1,564	10,035
Rhode Island	10,568	84	0	1,317	3,214	366	983	2,690	239	135	1,540
South Carolina	28,061	1,099	0	18,920	917	518	1,437	3,695	227	58	1,190
South Dakota	17,996	1,436	49	8,629	759	633	1,153	3,889	755	300	413
Tennessee	46,110	1,787	229	19,620	5,114	1,409	2,928	10,539	470	588	426
Texas	378,266	54,978	1,936	91,928	58,311	27,047	38,423	90,957	2,827	9,008	2,851
Utah	14,760	3,300	63	3,962	2,370	186	859	1,830	1,457	495	308
Vermont	10,446	944	0	4,244	430	282	593	3,663	75	197	18
Virginia	59,133	659	265	30,387	13,069	1,227	2,151	9,502	723	464	686
Washington	23,281	5,212	25	6,433	1,791	1,076	1,455	5,735	936	243	373
West Virginia	33,797	4,460	2,767	12,938	2,490	1,089	2,665	8,989	334	366	1,699
Wisconsin	67,226	4,854	44	14,704	8,515	2,279	6,473	22,603	3,498	853	3,468
Wyoming	12,792	1,604	65	5,534	106	209	419	2,330	277	709	1,539

<sup>1</sup> Excludes supplementary placements; industrial classifications differ from those in table 2, p. 82, listed on p. 149.

<sup>2</sup> Does not include 355 placements with industry unspecified. See also footnote 3.

<sup>3</sup> Employment service not in complete operation during 1938; private placement activity largely suspended.



entire period the increase in renewed applications was much larger than the gain in the number of new applications; in fact, new applications declined in the last 3 months of the year.

Nearly 6.4 million applications received in 1939 were new. Although these new applications represented 42 percent of the total of more than 15 million for the year, the proportion was smaller than in 1938 when 55 percent of total applications were received from persons for whom the local office had no previous registration record.

New York, California, and Pennsylvania each received more than 1.2 million applications; registrations in these 3 States aggregated nearly 30 percent of the total in the United States in 1939. Fewest applications were received in February, with a total of 1,047,000; the high month of the year was November, when 1,415,000 applications were received—the highest monthly total since January 1938. Total applications in January 1939 were only slightly below the November peak; new applications in January were at the highest level of the year, reflecting the beginning of benefit operations in 18 States.

Despite the large number of applications in 1939, the number of persons registered as active job seekers at the end of each month declined without interruption from the January high of 7.4 million to 5.5 million at the end of October, the lowest level since December 1937 (table 16). Increases during the succeeding 2 months brought the total to 5.7 million registrants at the year end. The decline in the number of job seekers was much greater among men than among women. At the year end, registrations of men numbered 4,291,000, 25 percent less than the figure for December 1938; the active file of women numbered 1,455,000, only 5 percent less than the 1938 year-end total. January was the only month in 1939 in which the active file exceeded the total of 7.2 million active job seekers registered on December 31, 1938. The largest numbers of workers at the end of 1939 were registered with local offices in New York, California, Pennsylvania, Texas, New Jersey, and Ohio; each of these States had more than a quarter million workers registered as active job seekers; Michigan, Indiana, Georgia, Illinois, and Massachusetts had active files of

more than 180,000. The combined total active file on December 31, 1939, for the 10 leading States comprised 54 percent of the total for the entire country.

Contrary to the general trend, 13 States reported increases in December 1939 over December 1938 in the total number of active registrations for work. In California the active file of 534,000 at the close of the year was 67 percent higher than at the close of 1938. Expansion approximating 60 percent or more were reported by Alaska, Nevada, and Hawaii; active file total increased more than 40 percent in Oklahoma and Georgia; more than 35 percent in Colorado and Texas; more than 20 percent in Utah and Wisconsin; 18 percent in New Jersey; 13 percent in Nebraska; and slightly less than 5 percent in Virginia.

Among the States in which the number of active job seekers declined, Pennsylvania with a decrease of 60 percent, West Virginia with a decline of 53 percent, and Oregon with a drop of 51 percent, were outstanding. The marked decline in the Pennsylvania active file was due in part to changes in administrative procedures as a result of which the cards of inactive registrants were removed promptly from the active file when applicants failed to maintain contact with the employment offices. Such procedures undoubtedly contributed to the decline in many other States. In Michigan, the 368,000 active job seekers registered in April, the 1939 peak, had declined to 209,000 at the end of the year, a drop of nearly one-half from the total at the end of the previous December. Data for 6 other States—Rhode Island, Massachusetts, Kansas, Ohio, North Carolina, and Illinois—indicate decreases of 40–50 percent; and 5 additional jurisdictions—Minnesota, the District of Columbia, New Hampshire, Maine, and Idaho—reported declines in excess of 30 percent.

A forthcoming analysis will indicate the distribution of registrants in the active file on March 31, 1940, by age, sex, industry, occupation, race, and relief status. The report, similar in scope to the surveys of employment service information issued in 1937, 1938, and 1939 (see Bibliographic Notes, p. 246), will include comparisons with data on all gainful workers enumerated in the 1940 census.



# Definitions

## Unemployment Compensation Terms

**Agent State.**—Any State in which a worker claims benefits against another (liable) State through the facilities of the State employment security agency.

**Base period.**—A period of time prior to the benefit year (or a period similar to the benefit year) during which a claimant must have earned a specified minimum amount of wages in covered employment or had a specified minimum number of weeks of covered employment in order to qualify for benefits. Wages earned during this period are used in determining a claimant's benefit amount and, in States with individual duration, the maximum benefits payable.

**Extensible base period:** A base period which ends with the last day of the next to the last completed calendar quarter immediately preceding any week with respect to which benefits are payable. One calendar quarter is added to this type of base period with the beginning of each new calendar quarter during the claimant's benefit year.

**Fixed base period:** A base period which remains fixed for the duration of a claimant's benefit year, as opposed to extensible base period.

**Individual base period:** A base period which for individual claimants varies as to starting date.

**Uniform base period:** A base period which starts on the same calendar date for all claimants.

**Beneficiary.**—A claimant who has received or is receiving unemployment benefits.

**Benefit amount (or rate).**—The full amount of benefits which a worker is entitled to receive for one benefit period of total unemployment.

**Maximum benefit rate:** The maximum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

**Minimum benefit rate:** The minimum amount payable for one benefit period of total unemployment as provided by the State unemployment compensation law.

**Benefit duration.**—Benefit duration is expressed in terms of full weeks of benefits. In States with a 1-week benefit period, a claimant is considered to be eligible for or to have received 1 full week of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment. In States with a 2-week benefit period, a claimant is considered to be eligible for or to have received 2 full weeks of benefits when he is eligible for or has received an amount equal to his benefit amount for total unemployment.

**Actual duration:** The number of full weeks of benefits received by a claimant.

**Potential duration:** The number of full weeks of benefits for which a claimant has been determined to be eligible.

**Benefit formula.**—The mathematical combination of factors in the claimant's past employment or earnings record which has been specified in the State unemployment compensation law as the basis for computing the claimant's benefit rate and the maximum benefits payable.

**Benefit payment account.**—See *Unemployment fund*.

**Benefit period.**—The smallest unit of time (usually a week) with respect to which benefits for total, part-total, or partial unemployment may be payable.

**Benefit year.**—A period of 52 consecutive weeks (or of approximately 52 consecutive weeks) to which the limitation on maximum duration of benefits is applicable.

**Individual benefit year:** A benefit year which for individual claimants varies as to starting date. Various State unemployment compensation laws include one of the following provisions with respect to the starting date of individual benefit years: (1) the first day of an individual's first compensable week, (2) the first day of the first week with respect to which an individual files his first valid claim, and (3) the first day of the quarter in which an individual files his first valid claim.

**Uniform benefit year:** A benefit year which starts on the same calendar date for all claimants. In States which have a uniform benefit year, the benefit year for all claimants consists of the period from April 1 to March 31, or some other specified 12-month period.

**Benefits.**—Amounts paid or payable to an eligible claimant with respect to his unemployment.

**Claim.**—An application for unemployment compensation.

**Additional claim:** An application for determination of eligibility for benefits which certifies to the beginning date of a period of unemployment, the first benefit period of which would fall within a benefit year with respect to which benefit amount and duration have previously been computed.

**Allowed claim:** A claim which has met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

**Appealed claim:** A request for a review by the lower appeals authority of a State employment security agency's decision on a claim for benefits, or a request for a review by the higher appeals authority of a decision made by the lower appeals authority.

**Compensable claim:** An application for benefits which certifies to the completion of a benefit period.

**Continued claim** (a waiting-period or compensable claim): An application for waiting-period credits or benefits which certifies to the completion of a waiting-period week or a benefit period.



**Disallowed claim:** A claim which has not met all the conditions of eligibility for payment of benefits which are subject to determination by the initial authority in the central office of the State employment security agency.

**Filed claim:** A claim which has been received by the State employment security agency.

**Initial claim** (a new or additional claim): An application for a determination of eligibility for benefits which certifies to the beginning date of a period of unemployment.

**Interstate claim:** See *Multistate claim*.

**Multistate claim** (or *Interstate claim*): A claim filed in one State (agent State) by a worker who has earned wages in one or more other States (liable States).

**New claim:** An application for the determination (other than a lag-quarter redetermination) of eligibility for benefits and benefit amount and duration, which certifies to the beginning date of a period of unemployment.

**Out-of-State claim:** See *Multistate claim*.

**Pending claim:** A claim which has been received by the State employment security agency and on which action has not been completed as of a given date.

**Valid claim:** A claim on which a determination has been made that the claimant has met the qualifying wage or employment requirements of a State unemployment compensation law.

**Waiting-period claim:** An application for a waiting-period credit which certifies to the completion of a waiting-period week.

**Claimant.**—An individual who has filed a claim for benefits.

**Clearing account.**—See *Unemployment fund*.

**Compensable week.**—A week of unemployment with respect to which benefits have been paid or are payable.

**Contributions.**—See *Employee contributions* and *Employer contributions*.

**Covered employment.**—The types of services for which contributions with respect to wages are required under a State unemployment compensation law.

**Covered worker.**—An individual who has earned wages in covered employment.

**Credit offset.**—See *Tax offset*.

**Determination.**—Defined under *Initial determination* and *First determination*.

**Initial determination:** The decision made by the initial authority of a State employment security agency with respect to a new claim. The determination includes a decision as to whether the claim is valid, the weekly benefit amount, and the maximum benefits payable. If the claim is disallowed, the determination states the reason for the disallowance.

**First determination:** The first initial determination made with respect to a new claim. This term is used in contrast with second or subsequent determinations made

with respect to new claims reopened for reconsideration by the initial authority.

**Disqualification provisions.**—The provisions of State unemployment compensation laws setting forth the conditions which make a claimant ineligible for benefits for a period of time specified in the State unemployment compensation law or determined by the State employment security agency. These conditions include voluntary leaving, discharge for misconduct, participation in a labor dispute, refusal to apply for or accept suitable work etc.

**Employee contributions.**—Payments to the State unemployment fund by employers on behalf of their employees of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees and which are deductible from wages.

**Employer contributions.**—Payments to the State unemployment fund by employers of amounts which, under the State unemployment compensation law, are required with respect to the wages of employees but which are not deductible from wages.

**Excluded employment.**—See *Noncovered employment*.

**Experience rating.**—A method for determining the contribution rates of an individual employer (or group of employers) on the basis of the factors specified in the State unemployment compensation law for measuring employers' experience with respect to unemployment or unemployment risk.

**Federal unemployment tax.**—The excise tax of 3 percent imposed on an employer of 8 or more workers with respect to wages paid to workers in his employ.

**Federal Unemployment Tax Act.**—Chapter 9, subchapter C, of the Internal Revenue Code, which relates to the Federal unemployment tax, formerly title IX of the Social Security Act.

**Irregular payments.**—A benefit payment which is not a full payment for a single benefit period of total, part-total, or partial unemployment. Irregular payments may include the following types: Final payments for total, part-total, or partial unemployment for less than the amount that would have been paid if a sufficient balance remained in the claimant's account; payments reduced below the amount otherwise paid by income from wages in lieu of notice, old-age benefits, railroad unemployment benefits, or another type of benefits; payments issued for the sole purpose of supplementing previous underpayments; payments increased or reduced by an adjustment for underpayment or overpayment in previous weeks; and payments which cover more than one benefit period of unemployment.

**Lag-quarter redetermination.**—A recomputation of benefit duration and/or amount during a benefit year on the basis of wage credits earned during one or more quarters which have become available for benefits since the beginning of the benefit year.

**Liable State.**—Any State against which a worker claims benefits through the facilities of the employment security agency of another (agent) State.

**Merit rating.**—See *Experience rating*.



**Noncovered employment.**—Services which are excepted from the definition of "covered employment" or "employment" as defined in the State unemployment compensation law.

**Pooled fund.**—A State unemployment fund in which all contributions paid by subject employers are mingled and undivided and from which benefits are payable to eligible claimants.

**Qualifying wages.**—The amount of wages a worker must have earned in covered employment within a specified period in order to be eligible for benefits.

**Reserve account.**—An account maintained in a State unemployment fund with respect to a subject employer (or group of employers) to which are credited contributions paid by such employer (or group of employers) and from which are payable only those benefits which are based on services performed for such employer (or group of employers).

**Size-of-firm provision.**—The provision in the State unemployment compensation law which specifies the number of workers an employing unit must have in its employ in order to be subject to the provisions of that law.

**Subject employer.**—An employing unit (or group of units) which is subject to the State unemployment compensation law and which for the purpose of determining liability is considered to be one legal entity.

**Suitable work.**—Any work which is determined by the State employment security agency to be suitable for a claimant and which he may not refuse without loss, diminution, or postponement of benefits.

**Taxable wages.**—Wages which are paid by an employer to covered workers and which are subject to contributions under the State unemployment compensation law.

**Tax offset.**—The credit allowed an employer against the Federal unemployment tax for the amount of contributions paid by such employer into a State unemployment fund, plus any credit allowed on the basis of the fact that such employer has been granted a reduced contribution rate under the experience rating provisions of a State unemployment compensation law. The total of such credits may not exceed 90 percent of the Federal unemployment tax.

**Unemployment.**—Defined under *Partial unemployment period*, *Part-total unemployment period*, and *Total unemployment period*.

**Partial unemployment period:** A period during which an individual is engaged in continuing employment but during which his hours of employment and/or amount of earnings are so reduced below his usual hours and/or earnings that he is eligible for benefits (or waiting-period credits).

**Part-total unemployment period:** A period of otherwise total unemployment during which an individual has earnings from odd jobs and/or subsidiary work in excess of the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

**Total unemployment period:** A period during which an individual performs no work, or has odd jobs and/or

subsidiary work with earnings less than the amount specified by the State unemployment compensation law as the amount to be considered as wages for the purpose of determining benefit rights.

**Unemployment fund.**—A fund established under a State unemployment compensation law for the payment of benefits.

**Benefit payment account:** An account maintained by a State agency within its unemployment fund in which are deposited amounts transferred from the unemployment trust fund in the United States Treasury, and from which benefits are paid.

**Clearing account:** An account maintained by a State agency within its unemployment fund in which are deposited amounts collected from employers, and from which are paid refunds to employers, and amounts transferred to the unemployment trust fund in the United States Treasury.

**Unemployment trust fund account:** An account maintained by a State agency within its unemployment fund in which are recorded amounts transferred to and from the unemployment trust fund in the United States Treasury, and the amount of interest earned on the trust fund.

**Unemployment trust fund.**—Fund established in the Treasury of the United States which contains all moneys deposited with the Treasury by State employment security agencies to the credit of their unemployment fund accounts, and all moneys to the credit of the railroad unemployment insurance account.

**Wage credits.**—That portion of the wages earned by a worker in covered employment which is used in determining his benefit rights.

**Waiting period.**—A period or periods of unemployment preceding or within a claimant's benefit year during which he may not draw benefits and during which he must meet certain requirements essential to the establishment of his eligibility for benefits during later weeks of unemployment.

**Weekly wage, full-time.**—The amount of remuneration earned by an individual employed throughout a full-time week, or the amount he would have earned had he been employed throughout a full-time week.

## Employment Service Terms

**Application.**—The basic employment office record for an applicant containing data pertinent to selection for and referral to job openings.

**Active file (placement activities).**—A file containing the applications of all persons who are currently considered by the employment office as available for referral to job openings.

**Placement.**—A verified acceptance by an employer of a person for a job as a direct result of employment office activities. In general usage, placement means complete placement.

**Complete placement:** A placement in connection with which an employment office has completed all the following five steps: (1) Preparation of an application for the person placed, prior to final selection; (2) receipt of an



order, prior to referral; (3) selection of the person to be referred without designation by the employer of any particular individual or individuals; (4) referral; and (5) verification from a reliable source, preferably the employer, that a person referred has been accepted by the employer.

*Private placement:* A complete placement made with a nongovernmental employer, except that a placement with a contractor or subcontractor for work at the site of a construction project financed and controlled directly by a governmental unit is classified as public.

*Public placement:* A complete placement with a governmental unit (local, State, or Federal), or with an enterprise for which a governmental unit assumed substantially the responsibilities of proprietorship, or with a contractor or subcontractor for work at site on a construction project financed and controlled directly by a governmental unit.

*Supplementary placement:* A verified placement made without all of the steps necessary for complete placement.

*Registrant.*—A person for whom an employment office has an application.



# Industrial Classification Code

1937 Edition <sup>1</sup>

## 10-14. MINING AND QUARRYING

- 10.—Metalliferous mining
- 11.—Anthracite mining
- 12.—Bituminous coal mining
- 13.—Crude petroleum and natural gas production
- 14.—Nonmetallic mining and quarrying

## 15-17. CONTRACT CONSTRUCTION

- 15.—General contractors—building construction
- 16.—General contractors, other than building construction
- 17.—Special trade contractors (subcontractors)

## 20-39. MANUFACTURING

- 20.—Food manufacturing
- 21.—Tobacco manufacturing
- 22.—Textile mill products
- 23.—Apparel and other finished articles made from fabrics
- 24.—Basic lumber industries
- 25.—Finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing and allied industries
- 28.—Chemicals
- 29.—Products of petroleum and coal
- 30.—Rubber products
- 31.—Leather and its manufactures
- 32.—Stone, clay and glass products
- 33.—Iron and steel and their products
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery (including radios and refrigerators)
- 37.—Machinery other than electrical
- 38.—Automobiles, bodies and parts
- 39.—Miscellaneous manufacturing

## 40-49. TRANSPORTATION, COMMUNICATION, AND UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified
- 46.—Communications: Telephone, telegraph, commercial radio and related services
- 48.—Utilities: Light, heat and power companies, electric and gas
- 49.—Other local utilities and local public services

## 50-57; 71; 75. WHOLESALE AND RETAIL TRADE

- 50.—Wholesale merchants
- 51.—Wholesale distributors other than wholesale merchants
- 52.—Wholesale and retail trade combined
- 53.—Retail general merchandise
- 54.—Retail food
- 55.—Retail automotive
- 56.—Retail apparel
- 57.—Retail trade not elsewhere classified
- 71.—Eating and drinking places
- 75.—Automobile repair services, garages and filling stations

## 60-66. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Bank and trust companies
- 61.—Investment banking and security speculation
- 62.—Finance agencies not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents and brokers
- 66.—Real estate, insurance, loans, law office; any combination

## 70; 72-74; 76-79; 86. SERVICE

- 70.—Hotels, furnished rooms, camps, and other lodging places
- 72.—Personal service
- 73.—Business service not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 76.—Repair services and miscellaneous hand trades not elsewhere classified
- 77.—Agricultural and horticultural services and related services
- 78.—Amusement and recreation: Motion pictures
- 79.—Amusement and recreation and related services not elsewhere classified
- 86.—Membership organizations such as trade associations, trade unions, etc.

## 80-83. PROFESSIONAL SERVICES

- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social service agencies and institutions

## 67; 68; 85; 88. MISCELLANEOUS

- 67.—Administrative offices and holding companies
- 68.—Auxiliary units of manufacturing, trading and service companies
- 85.—Private business organizations not elsewhere classified
- 88.—Governmental agencies other than Federal

<sup>1</sup> See C-21, p. 257. 1937 edition used for data on unemployment compensation and old-age insurance presented in this volume. For revised classification in 1939 edition, see p. 150.



1939 Edition

00-09. AGRICULTURE, FORESTRY, AND  
FISHERY

- 00.—General farms
- 01.—Dairy farms
- 02.—Cash-grain farms
- 03.—Cotton farms
- 04.—Fruit and nut farms
- 05.—Livestock and poultry farms
- 06.—Truck farms, crop specialties, and miscellaneous agriculture
- 08.—Forestry
- 09.—Fishery

10-14. MINING

- 10.—Metal mining
- 11.—Anthracite mining
- 12.—Bituminous and other soft-coal mining
- 13.—Crude-petroleum and natural-gas production
- 14.—Nonmetallic mining and quarrying

15-17. CONSTRUCTION

- 15.—Building construction—general contractors
- 16.—General contractors, other than building
- 17.—Construction—special trade contractors

20-39. MANUFACTURING

- 20.—Food and kindred products
- 21.—Tobacco manufactures
- 22.—Textile-mill products
- 23.—Apparel and other finished products made from fabrics and similar materials
- 24.—Lumber and timber basic products
- 25.—Furniture and finished lumber products
- 26.—Paper and allied products
- 27.—Printing, publishing, and allied industries
- 28.—Chemicals and allied products
- 29.—Products of petroleum, coal, and natural gas
- 30.—Rubber products
- 31.—Leather and leather products
- 32.—Stone, clay, and glass products
- 33.—Iron and steel and their products
- 34.—Transportation equipment (except automobiles)
- 35.—Nonferrous metals and their products
- 36.—Electrical machinery
- 37.—Machinery (except electrical)
- 38.—Automobiles and automobile equipment
- 39.—Miscellaneous manufacturing industries

40-49. TRANSPORTATION, COMMUNICATION,  
AND OTHER PUBLIC UTILITIES

- 40.—Interstate railroads
- 41.—Street, suburban, and interurban railways (other than those in 40) and city and suburban bus lines
- 42.—Trucking and/or warehousing for hire
- 43.—Other transportation, except water transportation
- 44.—Water transportation
- 45.—Services allied to transportation, not elsewhere classified

- 46.—Communication: Telephone, telegraph, and related services
- 48.—Utilities: Electric and gas
- 49.—Local utilities and local public services, not elsewhere classified

50-57. WHOLESALE AND RETAIL TRADE

- 50.—Full-service and limited-function wholesalers
- 51.—Wholesale distributors, other than full-service and limited-function wholesalers  
[General entries which apply to retail trade]
- 52.—Other wholesale and retail trade
- 53.—Retail general merchandise
- 54.—Retail food (includes liquor stores)
- 55.—Retail automotive
- 56.—Retail apparel and accessories
- 57.—Retail trade, not elsewhere classified

60-67. FINANCE, INSURANCE, AND REAL ESTATE

- 60.—Banks and trust companies
- 61.—Security dealers and investment banking
- 62.—Finance agencies, not elsewhere classified
- 63.—Insurance carriers
- 64.—Insurance agents and brokers
- 65.—Real estate dealers, agents, and brokers
- 66.—Real estate, insurance, loans, law offices; and combination
- 67.—Holding companies (except real estate holding companies)

70-83; 86; 90-94; 95. SERVICE INDUSTRIES

- 70.—Hotels, rooming houses, camps, and other lodging places
- 71.—Eating and drinking places
- 72.—Personal services
- 73.—Business services, not elsewhere classified
- 74.—Employment agencies and commercial and trade schools
- 75.—Filling stations, garages, and automobile repair services
- 76.—Miscellaneous repair services and hand trades
- 77.—Agricultural and similar service establishments
- 78.—Motion pictures
- 79.—Amusement and recreation and related services, not elsewhere classified
- 80.—Medical and other health services
- 81.—Law offices and related services
- 82.—Educational institutions and agencies
- 83.—Other professional and social-service agencies and institutions
- 86.—Nonprofit membership organizations
- 90.—Domestic service
- 94.—Regular Government agencies
- 95.—Government relief projects

85. ESTABLISHMENTS NOT ELSEWHERE  
CLASSIFIED

- 85.—Establishments not elsewhere classified



• V •

## **PUBLIC ASSISTANCE**







# Public Assistance Under the Social Security Act

FEDERAL RESPONSIBILITY for assistance to persons in need is by no means a new concept, but as an actual function it is of recent origin. Until 1930 in most States public assistance was considered to be primarily a responsibility of local governments supplemented in some instances by organized and volunteer private efforts. The economic depression which began a decade ago created widespread need with which local and State governments could not cope. The Reconstruction Finance Corporation was created in January 1932 to provide Federal loans for industry, agriculture, and commerce; when these loans proved inadequate to cope with the situation, the Emergency Relief and Reconstruction Act was approved in July of the same year to include in the Corporation's express purposes the relief of "destitution." Finally, under the Federal Emergency Relief Act of 1933 the Federal Government assumed responsibility for aid to needy individuals. This legislation, as the title implies, was envisaged as a method of meeting emergencies created by the depression.

A brief, intensive Federal program to provide employment was instituted at the end of 1933 and carried forward in the early months of 1934 under the Civil Works Administration, and Federal participation in general relief under the FERA was continued and later expanded. In the discussion antedating the passage of the Social Security Act in August 1935 and in that act itself, a sharper differentiation developed in Federal and other efforts to aid persons in distress. The public assistance titles of the act established on a permanent basis a means for Federal cooperation with the States in assistance to three special groups of persons in need—the aged, the blind, and children deprived of support or care by reason of the death, absence, or incapacity of a parent. The insurance titles of this act provided for Federal action or cooperation toward meeting economic risks of wage earners in old age and in relatively brief periods of unemployment. For other unemployed persons a comprehensive works program was developed under the Works Progress Administration, created by Executive Order in

May 1935, which coordinated, carried forward, and greatly expanded work projects which had been instituted under the FERA and other programs. With the termination of the FERA and the development of the Federal Works Program, Federal participation in general relief was discontinued and responsibility for this form of aid was returned to the States and localities. (For a graphic summary of public assistance payments and earnings of persons employed under Federal work programs, 1933-39, see chart 1, p. 167).

Special provision for particular groups of needy individuals was not without precedent. For many years prior to the depression, and even during the time when general relief was considered to be of purely local concern, there was a gradual development in the States of special programs for the aged, blind, and children on the apparent presumption that the needs of these groups were sufficiently distinguished from the needs of able-bodied adults to warrant separate provision. The number of these recipients of special types of assistance was small, and in other aspects also the early programs were inadequate. Even in States where there was statutory provision, administration and assistance were usually inadequately financed and inadequately supervised and reached only a small portion of the groups for which the programs were intended. In some States participation was not mandatory upon the counties, and they could choose not to provide assistance. State supervision existed only in the minority of States in which there was State financial participation, and not always then; when it was lacking, there was no guarantee that the assistance program was actually operating in the counties.

The Social Security Act authorizes grants of Federal funds in specified proportion to funds provided by the States and their political subdivisions to implement State plans for public assistance which have been approved by the Social Security Board as meeting the requirements of the Social Security Act. The effect of Federal-State cooperation has been far greater than merely the provision of additional funds. As a



foundation for assistance the Social Security Act expresses recognition and acceptance of Federal responsibility for the needs of certain groups of State residents, subject to recognition of those needs by the individual State governments. Further, it utilizes past experience to outline certain basic principles found essential for effective operation of an assistance program.

Thus in order to be approved for a grant of Federal funds under the public assistance provisions of the Social Security Act, it is required that a State plan be in operation in all political subdivisions of the State and that it provide for financial participation by the State and establish or designate a single agency within the State to administer or supervise administration. The plan also must assure an opportunity for fair hearing before the responsible State agency to an individual whose claim for assistance is denied; provide methods of administration found by the Social Security Board to be necessary for efficient operation; and provide for reports in such form and with such information as the Board may require. In addition, the act provides limitations on certain conditions of eligibility which the State may require of applicants for assistance.

The first concern of the State governments was to develop assistance plans which could receive Federal approval and which would permit State residents to benefit from the provisions of the act. From existing State emergency relief programs still struggling with a confused mass of poor-law tradition, public assistance agencies and plans began to emerge throughout the country. By the end of 1936, less than a year after funds became available, there were in operation 42 plans for old-age assistance, 27 plans for aid to dependent children, and 28 plans for aid to the blind, all of which fulfilled the requirements for Federal grants. By the end of 1939 each of the 48 States, the District of Columbia, Hawaii, and Alaska had approved plans for old-age assistance, and 42 jurisdictions<sup>1</sup> had approved programs for aid to the blind, and the same number had approved plans for aid to dependent children.

After initial approval of plans, State agencies shifted their emphasis to improvement and to the

development and refinement of administrative procedures. Consultative and advisory service provided by the Social Security Board were used frequently and constructively. In most States the original plan was revised at least once, while in every State there were amendments and additions. Public assistance to the needy aged, needy blind and dependent children, which had developed sporadically and unevenly prior to the Federal social security program, was rapidly accepted as a regular governmental function.

### *State and Local Organization*

The first step in the operation of a State program was the establishment or designation of a State agency to administer or supervise administration of the assistance plan. In some States agencies with responsibilities in the field of public welfare had existed for many years, but in most instances these responsibilities were concerned largely with the management of institutions. Only a few established State agencies had experience in administering a State-wide assistance program. In many States, however, emergency relief administrations had been set up separate and apart from the designated department of public welfare, and although these were established on a temporary basis without thought of long-term needs, their experience and personnel were utilized extensively in the new programs for special groups.

The Social Security Act did not prescribe the specific form of organization, and States were free to develop along different lines. The State agency responsible for administration is usually designated as the department of public welfare although various other titles are in use. The predominant form of agency organization is a department headed by a State board or commission appointed by the governor, with an agency executive appointed either by the governor or by the State board. There are a few exceptions in which the governor and the State board together determine the executive. Only 5<sup>2</sup> of the 51 old-age assistance plans, 4<sup>2</sup> of the 42 plans for aid to the blind, and 4<sup>3</sup> of the 42 plans for aid to dependent children approved before 1940 are administered by agencies headed by a single executive. Most boards possess some administrative as well as policy-forming responsibilities,

<sup>1</sup> The present summary does not include administrative and legislative changes subsequent to Dec. 31, 1939. Thus the summary figures omit a plan for aid to the blind in operation in Rhode Island which was approved Jan. 19, 1940, and for which Federal grants were made retroactive to July 1, 1939.

<sup>2</sup> Hawaii, Illinois, Minnesota, Ohio, and Tennessee.

<sup>3</sup> Hawaii, Minnesota, Ohio, and Tennessee.



out a few advisory boards and a few purely administrative boards also exist.

On the local level the county is the usual unit of administration. Thirty-eight<sup>4</sup> of the 51 old-age assistance plans, 34<sup>5</sup> of the 42 plans for aid to the blind, and 34<sup>6</sup> of the 42 plans for aid to dependent children provide this unit of local administration. Eight<sup>7</sup> programs for old-age assistance are administered on the local level through district or sub-offices of the State agency, 3 (Massachusetts, Rhode Island, and Vermont) retain the township as the administrative area, and 2 (Delaware and the District of Columbia) have no separate local administrative units. Five<sup>8</sup> programs for the blind and 6<sup>9</sup> for dependent children operate through district offices, while 3 (District of Columbia, Massachusetts, and Vermont) in the former category and 2 (Delaware and the District of Columbia) in the latter have no separate local administration.

County organization also varies. The predominant form is a county department with a board appointed by the county governing authority, usually the county board of supervisors or commissioners, and an executive officer appointed by the county board. Among the exceptions are a few States where the governor or State department appoints or participates in the appointment of local boards and executives or where the county governing body itself acts as the welfare board.

### *Administrative Responsibilities*

As States began to administer more than one of the public assistance programs, a tendency developed to center responsibility for all programs

in a single agency. Administration by a single department has been established in 33 States<sup>10</sup> and also in Hawaii and the District of Columbia, all of which have 3 public assistance programs, and in 7 States<sup>11</sup> which have 2 programs. In 3 States (Massachusetts, North Carolina, and Virginia) aid to the blind is administered separately from old-age assistance and aid to dependent children; 1 State (Delaware) with programs for aged and children only administers them under different agencies; and 4 States<sup>12</sup> and Alaska have only the old-age assistance program.

States have found centralized administration desirable because it permits integration and coordination of services for the different programs with consequent economy and increased efficiency, and because it allows a more unified approach to the whole problem of assistance. The fact that two or more programs are administered within a single department, however, does not assure a completely integrated program. In five States<sup>13</sup> where a single department administers all three categories, there is a separate division for each within the department. In three States (Ohio, Tennessee, and Utah) two divisions operate within a single department for the administration of the three programs. In such instances the degree of integration must depend not only upon cooperation and coordination within the central offices of the department but also upon the extent to which the field staff is unified to serve local units.

A tendency toward integration at the local level has also been evident. Local relief agencies were developed in almost every county during the early 1930's or following the passage of the Social Security Act, and usually these agencies have absorbed the public assistance activities.

A major and fundamental problem in the public assistance program has been to increase the effectiveness of local administration. Although the local unit was traditionally responsible for administering poor relief, the circumstances which surrounded such administration prior to the FERA program often were not such as would provide the

<sup>4</sup> Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>5</sup> Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>6</sup> Alabama, Arizona, Arkansas, California, Colorado, Georgia, Hawaii, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, North Carolina, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>7</sup> Alaska, Connecticut, Florida, Kentucky, Maine, New Hampshire, Ohio, and Tennessee.

<sup>8</sup> Florida, Maine, New Hampshire, New Mexico, and Tennessee.

<sup>9</sup> Florida, New Hampshire, New Jersey, New Mexico, Tennessee, and Vermont.

<sup>10</sup> Alabama, Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Michigan, Minnesota, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>11</sup> Connecticut, Iowa, Mississippi, Missouri, Pennsylvania, Rhode Island, and South Dakota.

<sup>12</sup> Illinois, Kentucky, Nevada, and Texas.

<sup>13</sup> California, Maine, New Jersey, Vermont, and Washington.



precedents in organization or the background of experience necessary for the type of public assistance administration now considered desirable.

In some States where there was no strong tradition of local administration of assistance, primary responsibility was placed in the State department and operations were conducted through branches located for geographical convenience. Most approved plans, however, provided for administration by a local organization under the supervision of the State agency. In these plans clarification of the authority of the State department has sometimes been a problem. When local autonomy was traditional or State leadership was weak, supervision might be little more than nominal. State agencies and legislatures often found it expedient to move cautiously and tactfully in order to avoid conflict and to place progress on a solid foundation. The general trend, however, has been for an increase in the authority of the State agency. At the same time there has been some tendency to simplify administration by decentralizing certain administrative activities. At the beginning of the public assistance program a majority of States required approval of each application by the State office before assistance could be granted; now this function has been delegated increasingly to local authorities subject to State supervision or review at a later date.

Since the responsibility for investigation and actual contact with the persons for whom assistance is intended is carried by the local welfare worker, attention has been focused on the need for adequate State supervision. It has been necessary for State agencies to establish and maintain continuous communication with local units to conform with the essential Federal requirement that the plan operate uniformly within the State. State agencies have established field staffs for this purpose. The necessity for disseminating standards to be used as the basis for local operations has caused State departments to give greater attention to the expression of policy and the refinement of administrative procedures. Thus a major field of operations has been the attempt to translate desirable principles and methods of assistance, often new concepts in the local area, into usable manuals and bulletins. The introduction and acceptance of this material has involved constant work with the local units. Frequently it has been necessary to interpret social values of public assistance to

State and county boards, governors, and other public officials before translating them into administration.

### *Sources of Funds*

Under the Social Security Act, financial participation by the State is required for approval of a public assistance plan. There has been a tendency toward an increase in the part of the cost borne by State funds as compared with local funds. The following information considers only the 48 States and indicates the differing distributions of costs under the 3 programs.

*Old-age assistance.*—Twenty-six States<sup>14</sup> assume responsibility for the total cost of assistance not borne by the Federal Government; in 13<sup>15</sup> the State contribution is larger than that of the local political unit; in 8<sup>16</sup> there is equal sharing; and in only 1 (Kansas) does the county pay more toward the cost of assistance than the State.

*Aid to the blind.*—Twenty-three<sup>17</sup> States assume responsibility for the total cost of assistance not borne by the Federal Government; in seven<sup>18</sup> the State contribution exceeds that of the local unit; in six<sup>19</sup> there is equal sharing; in three (Kansas, Maryland, and Ohio) the local share is larger; and in one (New Jersey) the use of State funds for assistance is limited to persons without county residence.

*Aid to dependent children.*—Fifteen States<sup>20</sup> assume responsibility for the total cost of assistance not borne by the Federal Government; in 7<sup>21</sup> the State share exceeds that of the local unit; in 13<sup>22</sup> there is equal sharing; in 3 (Kansas, Maine, and New York) the local share is larger; and in 2

<sup>14</sup> Arizona, Arkansas, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Iowa, Kentucky, Louisiana, Michigan, Mississippi, Missouri, Nebraska, New Mexico, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Vermont, Washington, and West Virginia.

<sup>15</sup> Georgia, Indiana, Maryland, Massachusetts, Minnesota, Montana, New Jersey, North Dakota, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

<sup>16</sup> Alabama, California, Maine, Nevada, New Hampshire, New York, North Carolina, and Wyoming.

<sup>17</sup> Arizona, Arkansas, Connecticut, Florida, Idaho, Indiana, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Nebraska, New Hampshire, New Mexico, North Dakota, Oklahoma, South Carolina, South Dakota, Vermont, Washington, West Virginia, and Wyoming.

<sup>18</sup> Georgia, Montana, Oregon, Tennessee, Utah, Virginia, and Wisconsin.

<sup>19</sup> Alabama, California, Colorado, Iowa, New York, and North Carolina.

<sup>20</sup> Arizona, Arkansas, Florida, Idaho, Louisiana, Michigan, Missouri, Nebraska, New Hampshire, New Mexico, Oklahoma, Pennsylvania, South Carolina, Washington, and West Virginia.

<sup>21</sup> California, Georgia, Indiana, Oregon, Tennessee, Utah, and Virginia.

<sup>22</sup> Alabama, Colorado, Delaware, Massachusetts, Minnesota, Montana, New Jersey, North Carolina, North Dakota, Rhode Island, Vermont, Wisconsin, and Wyoming.



(Maryland and Ohio) the proportionate sharing varies considerably.

Local financial participation, even when limited, has introduced another problem relative to uniform operation within States with marked differences in wealth among the localities. Pressure often exists in the poorer communities to administer the assistance programs in such a manner as to reduce total expenditures. A few States have attempted to alleviate such situations by making allowance for disparities in local resources in the allocation of State funds. By assisting poor localities, the State agency can ensure equal consideration to applicants and recipients in different parts of the State regardless of the financial condition of any particular county.

In a majority of the programs the funds for public assistance are appropriated from the general fund. In the remaining plans public assistance is financed from the proceeds of special taxes allocated exclusively to financing public assistance costs. Even though appropriations may be made from the general fund, special taxes are frequently levied, the proceeds of which are paid into the general fund but designated in whole or in part for public assistance. In States where assistance funds are limited to the yield of certain earmarked taxes, difficulties are sometimes encountered when the amounts so raised are unrelated to the needs of the program. The most widely used special taxes are sales and liquor taxes. Sales taxes have been frequently attacked on the ground that they are not based upon capacity to pay and hence place a disproportionate burden on low-income groups, but apparently the convenience of this measure as a means of raising large sums has often induced its adoption.

With few exceptions, the funds provided by the political subdivisions of the States are raised from real and personal property taxes. In view of the greater taxing ability of State governments, as well as the need for equalizing the capacity of local governments to grant assistance, the tendency toward increased State financial participation in public assistance has been considered a desirable development.

#### ***Determination of Need and Amount of Payment***

The public assistance provisions of the Social Security Act are intended to provide assistance

on the basis of need. The wording of the act does not define need, nor has there been an attempt from Federal sources to prescribe what should constitute need. Within broad limitations this decision is left to the States. Most States have a statutory definition of need in general terms, usually providing for assistance if the applicant's resources are not sufficient to provide reasonable subsistence compatible with decency and health.

A majority of the assistance plans do not set a specific monetary limitation on the maximum amount of property or income an individual may possess without being considered ineligible for assistance. Some plans limit income or the ownership of real and personal property to specific amounts. Restrictions on real property range from prohibition of ownership of property, except for a residence, to limitations on property value of from \$500 to \$5,000. Personal property is ordinarily restricted to far smaller amounts; approximately half the States with such restrictions provide maximum limitations of \$300-\$500. In the few plans with an income limitation, it is most often \$30 a month and equal to the maximum assistance permitted. Since the beginning of the social security program there has been a small increase in the number of plans, especially those for old-age assistance, with limitations on property. In some States, however, such limitations have operated, and may even have been intended, to liberalize conditions of eligibility since they prevent denial of assistance on the basis of ownership of property if the value is under the maximum amount permitted. There has been a reduction in the number of States which require liens on property as security for assistance granted. In all plans for old-age assistance, in most of the programs for aid to the blind, and in a few programs for aid to dependent children, applicants are specifically prohibited from transferring or assigning property for the purpose of becoming eligible for assistance.

Although the Social Security Act does not define need, the Board has required an investigation of each application for assistance to determine the extent of need. Since the investigation of eligibility and recommendation for assistance are local functions, State supervision is essential to assure uniformity of operation within the State. The State agency, therefore, has usually established in detail the factors which shall be con-



sidered in determining need, acceptable proofs, and methods of investigation to obtain such information. In States where need and the amount of payment are determined by budgetary methods, it is almost universally the function of the State agency to establish the standards and procedures for evaluating both needs and resources. Progress in organization and administration of State agencies has been accompanied by development of more specific standards and procedures for establishing the need of the individual in the circumstances in which he lives.

By the end of 1939 practically all State plans provided for determining the amount of the individual assistance payment on some budgetary basis which attempted to consider both the needs and resources of the applicant, although the adequacy of the standards and procedures varied considerably. The exceptions were four plans for old-age assistance and one plan for aid to the blind which set a specific income as the amount below which an individual is presumed to be in need, and which arrived at the amount of the grant by deducting available income from this specific sum.

Most States provide a maximum limitation on the amount of assistance which may be granted for old-age assistance and aid to the blind regardless of budgetary needs. A smaller number place a maximum limitation on assistance to children. The maximum payment is usually equal to the amount in which the Federal Government would participate. The following provisions concerning maximum monthly payments to recipients were in effect at the end of 1939:

*Old-age assistance.*—Six jurisdictions<sup>23</sup> did not limit the maximum; in the remaining 45 jurisdictions maximums ranged from \$15 to \$45: 33<sup>24</sup> specified a maximum of \$30 monthly; 5,<sup>25</sup> more than \$30; and 7,<sup>26</sup> less than \$30.

*Aid to the blind.*—Ten jurisdictions<sup>27</sup> did not specify a maximum limitation. In the remaining 32 the range in maximums was from \$15 to \$50:

<sup>23</sup> Arkansas, Kansas, Louisiana, Montana, New Mexico, and New York.

<sup>24</sup> Alabama, Arizona, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Texas, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>25</sup> Alaska, California, Colorado, Connecticut, and New Jersey.

<sup>26</sup> Delaware, Iowa, Kentucky, Mississippi, South Carolina, Tennessee, and Virginia.

<sup>27</sup> Arkansas, Georgia, Kansas, Louisiana, Michigan, Minnesota, New Mexico, New York, Oklahoma, and Utah.

23<sup>28</sup> had a maximum of \$30 monthly; 6,<sup>29</sup> more than \$30; and 3 (Minnesota, South Carolina, and Tennessee), less than \$30.

*Aid to dependent children.*—Twenty-three jurisdictions<sup>30</sup> had no maximum limitation; 11<sup>31</sup> limited maximum payments to \$18 for the first child and \$12 for each additional child; 4<sup>32</sup> had higher limitations and 4<sup>33</sup> lower amounts. In addition 3 States (District of Columbia, Missouri, and North Carolina) limited the total amount which could be granted to a family regardless of the number of children.

Inclusion in a State plan of standards and procedures for applying budgetary principles does not guarantee that such measures will actually be applied. The low levels of assistance in some States and disparities among the States which cannot be accounted for entirely by differences in costs of living make it evident that in spite of their efforts some States have not been able to meet assistance needs adequately.<sup>34</sup> As has been implied, there is also some variation in average payments among subdivisions within States.

It is apparent also that the payments for aid to dependent children have been far less than the amounts paid to other recipients of the special types of assistance. Probably a major factor in this difference is the lower limitation on the maximum payment for aid to dependent children in which the Federal Government participates. The Social Security Board has recommended that Federal financial participation in this program be increased to an amount comparable to the maximums already in effect for old-age assistance and aid to the blind.

Until 1940 the Federal Government reimbursed States to the extent of one-half the payments to recipients of old-age assistance and aid to the blind to a Federal-State maximum of \$30 a month;

<sup>28</sup> Alabama, Arizona, Colorado, District of Columbia, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Oregon, South Dakota, Vermont, Virginia, West Virginia, Wisconsin, and Wyoming.

<sup>29</sup> California, Connecticut, New Jersey, North Dakota, Ohio, and Washington.

<sup>30</sup> Alabama, Arkansas, Delaware, Georgia, Hawaii, Kansas, Louisiana, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Utah, Washington, and Wisconsin.

<sup>31</sup> Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, Virginia, and Wyoming.

<sup>32</sup> California, Indiana, Minnesota, and Vermont.

<sup>33</sup> South Carolina, Tennessee, West Virginia, and District of Columbia.

<sup>34</sup> For the distribution of amounts of payments to recipients of old-age assistance and aid to dependent children accepted in 1938-39, see charts 9 and 10, p. 201.



for aid to dependent children Federal participation was limited to one-third of the payments to recipients up to a maximum of \$18 for the first child and \$12 for each additional child in the same household. Amendments enacted in August 1939 increased to \$40 (effective January 1, 1940) the maximum payment in which the Federal Government will participate for old-age assistance and aid to the blind. Federal matching for aid to dependent children was increased from one-third to one-half; the maximum amount subject to Federal matching, however, was not changed. As States avail themselves of these additional funds by increasing the amount of individual assistance grants, needs will be more adequately met. It is questionable, however, whether the increased Federal funds available for the needy aged and blind will have much effect in States which face the problem of funds inadequate to meet even their present low standards.

The amount available for assistance and the policies adopted for the determination of eligibility and the amount of grant are, of course, major factors in determining the size of a State's case load. In several States faced with the problem of insufficient funds a question has arisen as to whether it is preferable to distribute available funds among all eligible persons, even though each would receive very little, or to restrict the number accepted for assistance and provide more adequately for them. To determine which of these alternatives is more desirable has been difficult, since it necessitates a comparative evaluation of two methods of adjustment to a situation which in itself prevents an adequate assistance program. Some States have attempted to deal with the problem by reducing the amount of individual grants; in others intake has been restricted, and those who are eligible but for whom there are no funds are placed on a "waiting list" to be certified for assistance when funds become available.

### *Conditions of Eligibility*

In addition to need, the Social Security Act requires as a condition of eligibility for Federal participation in payments to individuals only that: An aged person must not be less than 65 years of age (except that until January 1, 1940, an age requirement of up to 70 years was permitted); a dependent child must be deprived of parental support or care by the death, incapacity, or absence

of a parent and must be living in the home of relatives of a certain degree of relationship; and a recipient of blind assistance must be blind. A State plan which contains more liberal provisions may be approved by the Social Security Board, but Federal funds may not be used for payments to individuals who do not meet the eligibility requirements stated in the Federal act.

A State plan, however, may not impose as a condition of eligibility for old-age assistance or aid to the blind any citizenship requirement which excludes a citizen of the United States. States may, as a requisite for aid to the aged and the blind, require residence in the State not to exceed 5 of the last 9 years with 1 year immediately preceding application; and, for children, 1 year's residence immediately preceding the application, or, if the child was born in the State within 1 year of the application, 1 year's residence for the mother immediately preceding the birth. There is further provision against the use of Federal funds for assistance to inmates of public institutions.

Conformity to these requirements has involved considerable progress over the previous situation. Before 1935 the minimum required for old-age assistance was 70 years in approximately half of the State laws, and the most common State residence requirement was 10 or 15 years, with county residence an additional requirement in some States. Citizenship, often for a considerable number of years prior to application for assistance, was an almost universal requirement. Aid to the blind was usually limited to persons aged over 18 or 21 years. Aid to dependent children was usually granted only in the event of death or absence of the father and in many States was granted only in behalf of children under the age of 14. In addition, many States had other miscellaneous requirements which were not related to need. Thus assistance was sometimes denied when a person had been convicted of a felony, or had refused to support his family, or had deserted a spouse, or was an habitual beggar, drunkard, or tramp. These restrictions were apparently intended to limit assistance to people who were considered "worthy."

Since the initial impact of the Social Security Act progress in developing more liberal conditions of eligibility has been gradual but steady. The full measure of efforts to liberalize eligibility requirements cannot be ascertained from a review of only



the changes actually accomplished. Many other attempts have been made to improve and liberalize eligibility conditions which fell short of success but which have indicated enlightened awareness of existing needs and have increased pressure to effect improvement. Eligibility requirements in 1939 may be summarized as follows:

#### *Age*

*Old-age assistance.*—In all but 3 (Missouri, New Hampshire, and Pennsylvania) of the 51 approved plans, the age requirement was 65 years during 1939. These 3 States had an age requirement of 70 years which was to be lowered to 65 beginning with 1940. One State (Colorado) also granted assistance to otherwise eligible persons aged 60–64 who were registered voters and had resided in the State continuously for 35 years. There has been relatively little change in age requirements since the inauguration of the Federal-State old-age assistance programs, although many bills have been introduced in State legislatures attempting to lower State age requirements to less than 65 years. Four States<sup>35</sup> provide for a decrease in the age requirement in the event of such change in the Federal law.

*Aid to the blind.*—Twelve jurisdictions<sup>36</sup> with approved plans had no age requirement. Twelve States<sup>37</sup> gave assistance only to persons aged 16 or over, and 18<sup>38</sup> had minimum age requirements ranging from 17 to 21 years.

*Aid to dependent children.*—Before August 1939 four jurisdictions<sup>39</sup> made payments to children up to age 18 and one (Michigan) to children up to age 17, while in two States (Ohio and Wisconsin) payments up to age 18 could be authorized at the discretion of the administering agency. The remaining States with approved plans assisted dependent children until age 16. An amendment to the Federal act effective August 10, 1939, raised the maximum age limitation for Federal participation to include children aged 16 up to 18 who were determined by the State agency to be regularly attending school. By the end of 1939

four States<sup>40</sup> were granting assistance to children up to age 18, and six States<sup>41</sup> were granting such assistance if the children aged 16 up to 18 were attending school. Two States (Ohio and Wisconsin) continued to grant assistance up to age 18 at the discretion of the local agency, and one State (Michigan) continued to grant assistance up to age 17. Additional States were in the process of amending their plans to raise to 18 the age limit for children in school.

#### *Residence*

*Old-age assistance.*—In 1939 the residence requirements of 12 jurisdictions<sup>42</sup> were more liberal than the maximum permitted for Federal participation; the other 39 had that maximum. Of the 12 jurisdictions, 1 (New Hampshire) required only 6 months' State residence, 4<sup>43</sup> required 1 year, and 1 (South Dakota) required 2 of the last 9 years with 1 year immediately preceding the application. The remaining 6<sup>44</sup> varied to a lesser degree from the maximum requirement permitted. There has been a slight tendency to lower the residence restrictions.

*Aid to the blind.*—In 1939 residence requirements in 8 jurisdictions<sup>45</sup> were more liberal than the Federal maximum, and 21<sup>46</sup> of the remaining 34 waived their residence requirement in varying degree if the applicant lost his sight while residing in the State. Of the 8 States, 1 (New Hampshire) required 6 months, 5<sup>47</sup> required only a year's residence, 1 (Hawaii) required 5 of the last 9 years, and 1 (Mississippi) had no residence requirement but had a policy of excluding "transient blind." For the country as a whole there has been comparatively little change since 1935 in residence requirements for the blind.

*Aid to dependent children.*—The plans of two jurisdictions (Georgia and Vermont) contained no residence requirements, and seven plans<sup>48</sup> con-

<sup>35</sup> Same jurisdictions as footnote 39.

<sup>36</sup> Colorado, Delaware, Idaho, Massachusetts, Montana, and Oregon.

<sup>37</sup> Alabama, Alaska, Arkansas, Delaware, Georgia, Hawaii, New Hampshire, Rhode Island, South Dakota, Vermont, Washington, and West Virginia.

<sup>38</sup> Alabama, Arkansas, Georgia, and West Virginia.

<sup>39</sup> Alaska, Delaware, Hawaii, Rhode Island, Vermont, and Washington.

<sup>40</sup> Arkansas, Georgia, Hawaii, Mississippi, New Hampshire, North Carolina, North Dakota, and West Virginia.

<sup>41</sup> Alabama, Arizona, Arkansas, Colorado, District of Columbia, Idaho, Indiana, Iowa, Louisiana, Maryland, Michigan, Minnesota, New Mexico, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Vermont, Washington, and Wisconsin.

<sup>42</sup> Arkansas, Georgia, North Carolina, North Dakota, and West Virginia.

<sup>43</sup> Arkansas, California, Delaware, Maryland, New Jersey, North Dakota, and Wisconsin.

<sup>35</sup> California, Florida, North Dakota, and Washington.

<sup>36</sup> Colorado, Connecticut, Hawaii, Kansas, Louisiana, Maryland, Montana, New York, North Carolina, Oklahoma, South Carolina, and Virginia.

<sup>37</sup> Alabama, Arizona, Arkansas, California, Florida, Maine, Michigan, Mississippi, Nebraska, New Hampshire, Oregon, and Tennessee.

<sup>38</sup> District of Columbia, Georgia, Idaho, Indiana, Iowa, Massachusetts, Minnesota, New Jersey, New Mexico, North Dakota, Ohio, South Dakota, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming.

<sup>39</sup> California, Hawaii, Minnesota, and North Dakota.



ained residence requirements slightly more liberal than the maximum permitted by the Federal act. For the remainder, provisions of the State law were the maximum permitted for Federal participation.

### Citizenship

*Old-age assistance.*—Twenty-two<sup>49</sup> approved plans for old-age assistance did not require citizenship as a condition of eligibility, and of the 29 jurisdictions which still contained such provision, 6<sup>50</sup> permitted as an alternative a continuous period of residence in the United States ranging from 10 to 30 years. There has been a general trend toward eliminating or amending the citizenship requirement.

*Aid to the blind.*—Only seven jurisdictions<sup>51</sup> required citizenship as a condition of eligibility. From the beginning there were fewer such requirements in the blind program than in other special types of assistance and the number has steadily decreased.

*Aid to dependent children.*—There were no citizenship requirements in the approved plans for aid to dependent children.

### Other Requirements

Restrictive conditions of eligibility which are not related to need but which would tend to limit assistance to applicants of supposedly proper moral character were carried over in many public assistance plans from earlier laws. Some States have officially eliminated such provisions, but they still exist in some form in almost a third of the plans for old-age assistance and in slightly more than half of the plans for aid to the blind. In the latter category the restriction is usually against the solicitation of alms. The actual restrictive effect of these requirements, however, has usually been modified by administrative discretion since State agencies have recognized that moral factors are difficult to determine objectively or to evaluate as a proper basis for refusing assistance to persons in need.

In the program for aid to dependent children, a majority of the plans required that the home of a recipient be "suitable" and a few plans stipulate that the parent or guardian must be a proper person. These restrictions also have usually been subject to discretionary interpretation.

The extent to which relatives of an applicant for assistance should be held responsible for his support has been a chronic problem in the administration of public assistance. According to the tradition of the poor law this responsibility was axiomatic, and this attitude was carried over into most of the public assistance plans although the Social Security Act does not require as a condition of Federal grants that support from relatives be solicited. Of 51 jurisdictions with old-age assistance plans, 27<sup>52</sup> had in 1939 public assistance laws which required that an applicant have no legally liable relative able to give support and 14<sup>53</sup> invoked the provisions of other laws, usually the State poor laws, to accomplish this purpose. Of 42 jurisdictions with approved plans for aid to the blind as of the end of 1939, 22<sup>54</sup> had public assistance laws which required that an applicant have no legally responsible relative able to give support, and 13<sup>55</sup> invoked provisions of other laws, usually State poor laws, for the same purpose.

In this area also State agencies have used discretion in administering the laws. States have often found it difficult to determine "ability to support" on the basis of objective criteria, particularly when relatives have only a small income. Experience has also indicated that assistance which is forced is not usually to be relied upon. Therefore, although nearly all States attempt to communicate with relatives in order to obtain their help, only 13 jurisdictions<sup>56</sup> in which the old-age assistance plan specifies that relatives are responsible deny assistance to an applicant whose

<sup>49</sup> Alabama, Alaska, California, Connecticut, Delaware, District of Columbia, Hawaii, Illinois, Indiana, Iowa, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, Vermont, Virginia, Washington, West Virginia, and Wisconsin.

<sup>50</sup> Colorado, Florida, Georgia, Idaho, Kentucky, Louisiana, Massachusetts, Michigan, Montana, Nevada, New Mexico, Oklahoma, Pennsylvania, and South Dakota.

<sup>51</sup> Alabama, California, Connecticut, District of Columbia, Hawaii, Indiana, Maine, Maryland, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Oregon, South Carolina, Virginia, Washington, West Virginia, and Wisconsin.

<sup>52</sup> Colorado, Florida, Georgia, Idaho, Iowa, Louisiana, Massachusetts, Michigan, Montana, New Mexico, Oklahoma, South Dakota, and Utah.

<sup>53</sup> Connecticut, Delaware, District of Columbia, Iowa, Louisiana, Maine, Massachusetts, Mississippi, Oregon, Pennsylvania, South Carolina, Vermont, and Washington.

<sup>54</sup> Connecticut, District of Columbia, Indiana, Iowa, New York, North Dakota, and Vermont.



relative, though found able to give support, refuses to do so. In only 7 jurisdictions<sup>57</sup> is assistance refused an applicant for aid to the blind in these circumstances. Constant pressure for liberalization of the requirements for support by relatives has been exerted particularly by recipients of old-age assistance, both as individuals and through organizations.

The availability of funds for assistance sometimes plays a great part in the enactment and administration of eligibility requirements. It is probable that further liberalization of eligibility conditions in some States has been hampered more by fear that funds will be insufficient than by the conviction that all existing requirements are desirable. The distinction may be of little importance to persons to whom assistance is now denied, but it is of value in determining steps necessary for future progress.

### *Confidential Nature of Records*

State agencies have found from experience that it is essential to efficient operation to safeguard the confidential character of public assistance records. The necessary cooperation on the part of an applicant for assistance in the determination of eligibility can be obtained only when there is confidence that information given in this connection will not be used for any other purpose. From a social point of view also such protection has been found desirable. Attempts have sometimes been made to discourage applicants for aid by attaching some stigma to the receipt of assistance. Since it has been increasingly recognized that the need for assistance may not be due to any deficiency on the part of the applicant, it has been realized that records should be protected to spare the recipient possible humiliation. Protection of the names of recipients of assistance is also advocated to prevent the use of lists for commercial or political purposes. There has been a consistent increase in the number of States which protect public assistance records, and most State agencies now have authority to safeguard such records to a greater or lesser extent, although in some States publication of names of recipients is still required by statute. Amendments to the Social Security Act effective July 1, 1941, require that safeguards which restrict the use or disclosure of information concerning public

assistance applicants and recipients to purposes directly connected with the administration of assistance must be included in the plans of States which receive Federal grants.

### *Appeals and Fair Hearings*

Under the Social Security Act an approved State plan must provide that individuals whose claims for assistance are denied have the right of appeal and the opportunity for a fair hearing before the responsible State agency. The appeals and fair-hearing procedures are designed to protect applicants or recipients against discrimination or personal bias and to ensure that each case is judged in accordance with the State law and plan. These procedures should also enable the State agency to rectify errors in local operations and, through awareness of these deficiencies, should provide information as to the areas in which improvement is necessary.

The fair-hearings requirement has introduced a new factor into assistance administration and consequently has required considerable interpretation. The effectiveness of the procedure depends upon measures to ensure that individuals whose claims for assistance are denied be informed of their right to appeal; that the fair hearing be held in a readily accessible location within a reasonable time and after adequate notice; that the appellant be permitted to produce witnesses and evidence; that the hearing be informal; and that the decision be reached solely on the basis of the evidence presented. The fair-hearing procedure involves considerable expenditure of time and effort on the part of local and State officials and on the part of the appellant. During the elapsed period the cause of dissatisfaction to the appellant remains in effect. Most States have developed some type of adjustment procedure through which an applicant may discuss his complaint with the appropriate authorities prior to a formal hearing in order that the agency may be fully apprised of any new or additional information which might make possible a mutually satisfactory adjustment of the situation without formal proceedings. This procedure does not, of course, affect the right of an applicant or recipient to obtain a fair hearing if he wishes it.

Actual administrative practices developed by the States have not been uniform. Some State agencies have failed to appreciate the value of

<sup>57</sup> District of Columbia, Louisiana, Massachusetts, Mississippi, Oregon, South Carolina, and Washington.



the fair-hearing procedure as a tool in supervision, and in many instances potential appellants apparently have been unaware of their rights or unable to make proper use of them. Fair-hearing procedures are of special significance in the development of the concept of assistance as a right, conditional on fulfillment of certain conditions of eligibility. They have also become of major importance when persons to whom assistance was denied have appealed to the courts. More States are encouraging the use of the fair hearing, and the number of hearings is steadily increasing.

### *Other Services to Recipients*

A great number of the recipients of public assistance require economic assistance only, but frequently social and physical needs which cannot be met by a cash assistance grant are associated with economic dependency. These needs may range from physical disorders to problems of emotional instability and family relationships. Although not necessarily a factor in the determination of eligibility for financial aid, they are often fundamental to the well-being of the persons concerned. It is essential to sound public assistance administration that these problems be recognized and that the local worker who comes in contact with them attempt to utilize all the resources which may be available for dealing with them.

State public assistance agencies in large part, therefore, have organized themselves to offer case-work services both as an integral part of the process of determining eligibility and amount of assistance and as supplemental to the eligibility process. These attempts to meet the service needs of recipients of public assistance have been made through provision for State and local staff equipped to offer case-work services in the fields of family and child welfare and through the provision of specialized consultant services in related fields such as home economics and medical social work. A substantial number of agencies administering aid to the blind offer special services for the blind in addition to assistance, and usually child-welfare services are provided through the agency responsible for the public assistance programs in cooperation with the United States Children's Bureau.

Medical care is a distinct and frequent need among recipients of assistance, but Federal public assistance grants may not be used directly for

this purpose. Since medical needs are frequently unpredictable, it is difficult to allow for medical care in the regular budget as is done for food and rent, although many States attempt to do so. Most State assistance plans refer only briefly to the provision of medical services, but presumably, when no reference to such services is made, the recipient of assistance has recourse to the established method of providing medical care for the indigent. Little authoritative information is available for the country as a whole on the type and method of medical care provided or the extent of such provision in terms either of money expended or number of persons assisted. Very few State assistance agencies have made provision for adequate medical direction and supervision of health services for recipients of public assistance, although in some States considerable sums are expended for these services.

### *State Personnel*

The magnitude and complexity of the problems involved in efficient administration of assistance programs have brought widespread recognition of the need for personnel with specialized training as well as experience. When programs were initiated under the Social Security Act, the need for staff far exceeded the supply of qualified persons. As public awareness of the situation has developed, however, educational facilities have been expanded so that it may be anticipated that the problem of obtaining adequately trained staff will in time become less acute. The earliest State plans contained virtually no provisions relating to personnel standards. Responsibility, however, was delegated to the Social Security Board to require methods of administration necessary for efficient operation. It soon became obvious that administration could not be properly evaluated without reference to the quality of personnel and that, therefore, there was a contradiction in the act if the parenthetical clause concerning personnel was interpreted to mean that objective standards for each class of position could not be required as one of the methods of administration necessary for efficient operation. In view of its responsibility, the Social Security Board adopted a policy in July 1936 requiring State agencies to set up minimum objective personnel standards of training and experience.

At first State agencies usually limited these re-



quirements to social-work personnel, but gradually they were extended to other positions as well. Minimum qualifications and methods of personnel administration have varied in the different States. Thus for similar positions there were differences in the training and experience required and in the salaries paid. Such variations are sometimes caused by residence requirements for personnel which still exist in most States and which limit the available supply, by statutory provisions which prohibit or limit educational requirements, by inadequate funds for administration, or by the varying recognition of the need for a qualified staff. Although progress has not been uniform, personnel standards have been raised steadily. State agencies have been able to shift emphasis from the simple requirement of minimum qualifications to comprehensive personnel plans which serve as a basis for recruiting, appointing, and retaining personnel on a merit basis.

The Social Security Act was amended in August 1939 to require that State methods of administration should include, after January 1, 1940, "methods relating to the establishment and maintenance of personnel standards on a merit basis." On November 1, 1939, the Board promulgated standards for a merit system which were considered necessary for compliance with this requirement. These standards provide, among other things, that the system must cover both State and local personnel; must not preclude any person from appointment or tenure on the basis of political or religious opinion or affiliation; and must prohibit participation of employees in political activities, except that an employee shall have the right to express his views as a citizen and to cast his vote. Provision must be made for the establishment and maintenance of a classification and compensation plan based upon investigation and analysis of the positions involved. Personnel must be selected on the basis of merit, and examinations must be on an open competitive basis, practical in nature, and constructed to reveal the applicant's capacity for the position for which he is competing. Employees who had received appointments under a substantially comparable merit system were not required to take new examinations. Other employees could be admitted to the examination covering their positions without regard to minimum qualifications and could be retained if they achieved a passing grade in the examination.

By the end of 1939 most of the State agencies had either submitted rules and regulations for a merit system or agreed to accept the standards proposed by the Board. Improvement has been general, and it is anticipated that the development of sound merit systems of personnel administration will assure the selection, development, and retention of qualified staffs in the administration of public assistance.

### *Adequacy of Assistance Programs*

Federal grants are made to all States on the same matching basis regardless of the difference in ability of the States to provide funds. Thus the States which are able to provide most money receive the largest Federal grants, and States with small appropriations for assistance receive comparably small Federal grants even though the need within the State may be as great and the amount appropriated by the State may represent as great or a greater strain upon the resources of the State. In its report to the President and the Congress on proposed changes in the Social Security Act<sup>58</sup> the Social Security Board recommended that a basis be established for varying, in accordance with the economic capacity of the State, the percentage of the total cost met through Federal funds.

The disparity in the amounts of assistance granted in different States and in the extent of the programs arises in large part from lack of sufficient funds for financing assistance. This lack may not always be directly related to the financial resources of the State, since States with considerable resources may be hindered in utilizing them through constitutional limitations on taxing or borrowing powers or through fiscal policies which impede appropriations for this purpose. In general, however, residents of States with greater resources are likely to obtain more adequate assistance than persons in similar circumstances residing in States with more limited resources. The inability of States in the latter group to maintain appropriate standards of assistance is reflected in the existence of waiting lists, arbitrary reduction of grants, and low levels of assistance.

Probably only a minority of the total number of persons in need can be assisted through the present programs for special types of public assistance,

<sup>58</sup> *Proposed Changes in the Social Security Act*, January 1939 (A-21), pp. 25-26.



since these types are limited by definition to certain groups. The division of responsibility between the State and Federal Governments expressed in the establishment of the Works Program, the Social Security Act, and other Federal welfare measures apparently took for granted that the States would be able to provide adequately for the other groups then returned to their care. Under the general relief programs now financed by States and/or localities adequate provision for these groups has not been usual, and standards of assistance and administration are often deficient. Even the meager security of general relief is not available in most instances to individuals who have no legal residence in the State in which they apply. For this group there has been little provision since discontinuance of the Federal transient program.

Among the programs for the special types of public assistance there have also been discrepancies in the adequacy of the assistance provided. In view of the inadequacies of many plans for old-age assistance it would be erroneous to refer to the aged throughout the country as being in a

favorable position, though relatively this program has received favored treatment in most States in comparison with aid to dependent children. Sometimes funds for the aged have been supplied at the expense of aid to dependent children and other public services. The recipients of old-age assistance, although often more adequately aided than the families with dependent children, still receive somewhat less than adequate assistance in many States; and special types of public assistance as a whole, though better financed than general relief, are still in need of more adequate financing.

Under the Social Security Act, State agencies have been able to develop to a considerable degree public acceptance of assistance to the aged, the blind, and children, and to improve the standards of assistance. There is room for further development, but the foundation for continued progress exists. An effective approach to the continuous problem of assisting persons unable to support themselves requires consideration of all groups in need.



# Trends in Public Assistance, 1933-39

SINCE 1933, when the Federal Government first assumed a substantial share of the responsibility for the relief of unemployment and economic distress, notable progress has been made in the United States in the development of public programs for furnishing assistance and providing employment to needy persons. Both Federal and State legislation have supplied the statutory basis for these programs, some of which are administered by the Federal Government and others by the States and localities. The programs may be classified as (1) assistance programs providing payments to persons and families in relation to their need, sometimes with a work requirement, and (2) work programs providing earnings to employees on the basis of fixed wage rates and hours of employment.

Classified as assistance programs are those for old-age assistance, aid to dependent children, aid to the blind, general relief, and subsistence payments made by the Farm Security Administration.<sup>1</sup> Only the last of these assistance programs is federally administered; all others are administered by State and local governments. Work programs operated during the period include those of the Work Projects Administration,<sup>2</sup> the Civil Works Administration, the Civilian Conservation Corps, the National Youth Administration, and work and construction projects of other Federal agencies. All these have been administered by the Federal Government.

Responsibility for the collection of national statistics on the assistance programs is divided between two agencies: Data concerning the four State and locally administered programs—old-age assistance, aid to dependent children, aid to the blind, and general relief—are collected by the Social Security Board; those on emergency subsistence grants to farmers, by the Farm Security Administration. The Federal agencies which administer the work programs compile statistics on their operation, except that data relating to “other Federal work and construction projects” are assembled by the Bureau of Labor Statistics of the Department of Labor.

<sup>1</sup> In addition, a comparatively small amount of aid was given during the period of operation of the Federal Emergency Relief Administration for emergency education, student aid, rural rehabilitation, and transient programs.

<sup>2</sup> Formerly the Works Progress Administration.

## Public Assistance and Work Programs

The assistance programs for the aged, dependent children, and the blind are part of the broad program of social security established by the Social Security Act. Under titles I, IV, and X of the act, Federal grants are made for these special types of public assistance to States with plans approved by the Social Security Board. The general relief program now is administered without Federal participation,<sup>3</sup> but data for the program are reported voluntarily by all States to the Social Security Board.

The relative importance of the four assistance programs in the total structure for providing assistance and earnings is indicated in chart 1 and in tables 1, 2, and 3. Chart 1 traces the monthly trend in payments to recipients of public assistance and in earnings of persons employed under Federal work programs during the 7-year period January 1933 through December 1939. The data on which the chart is based are given in table 2. Table 3 gives companion data on the number of recipients under the various programs in each month of the 7-year period. In table 1 are shown, by half-year periods, the amounts expended, the percentage distribution of amounts, and the amounts per inhabitant for each type of assistance and earnings.

Because no common definition underlies the count of recipients and persons employed under the various assistance and work programs, summation of these data is difficult. No comprehensive data are collected on the number of recipients and employed persons who receive aid under more than one of these programs. Estimates of the unduplicated number of households in which assistance and/or earnings are received and of the number of persons in such households are presented in table 3; these estimates, which were compiled jointly by the Work Projects Administration and the Social Security Board, are necessarily crude. In December 1939 an estimated number of nearly 6.2 million households, including 17.7 million persons, received public assistance and/or earnings under Federal work programs. The trend from January 1933 through December

<sup>3</sup> Grants to States for general relief were made by the Federal Emergency Relief Administration during the period May 1933-December 1935.



1939 in the number of such households and persons is shown in chart 2.

A clearer indication of the importance of old-age assistance, aid to dependent children, aid to the blind, and general relief in relation to all public assistance and earnings under Federal work programs in the United States may be obtained from a summation of the amounts expended for the programs. In the first 6 months of 1933 a major proportion of the total for assistance and earnings in the continental United States was expended for payments to recipients of the three special types of public assistance and general relief. During this period expenditures for these four programs amounted to \$440 million, or 81 percent of a total of \$543 million. Expenditures for general relief in this half year far exceeded the combined total for old-age assistance, aid to dependent children, and aid to the blind; of a total of \$3.50 per inhabi-

tant, \$3.21 was for general relief and only 29 cents for the three special types of public assistance.

In the last 6 months of 1939 the four assistance programs administered by the States and localities accounted for less than one-third of total expenditures for assistance and earnings. Only 32 percent, or \$0.5 billion of a total outlay of \$1.6 billion, was for these four programs. In this half year, expenditures per inhabitant for the three special types of public assistance exceeded those for general relief; of an expenditure of \$3.99 per inhabitant, \$2.22 was for the special types of public assistance and \$1.77 for general relief.

The sharp rise during the latter part of the 7-year period in payments for old-age assistance, aid to dependent children, and aid to the blind and the marked decline in payments for general relief reflect the impact of numerous forces: the enactment of Federal social security legislation,

**Chart 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, 1933–39**

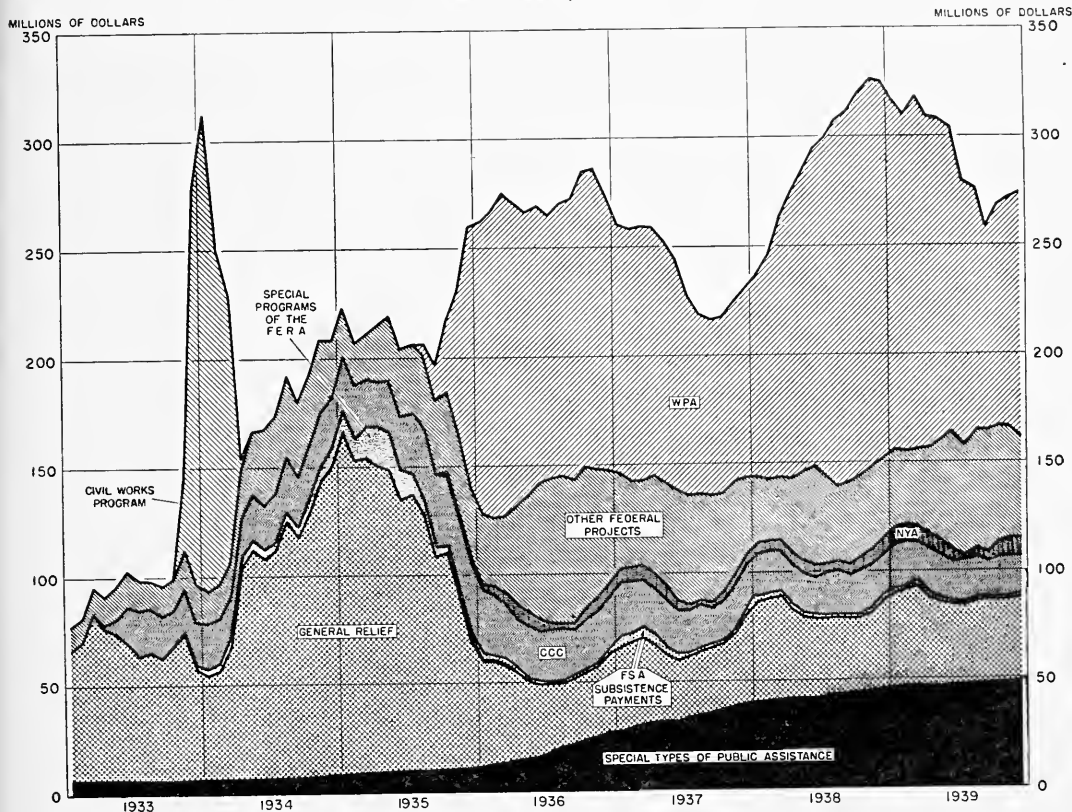




Table 1.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by 6-month periods 1933-39 1

[illegible]

<sup>1</sup> See footnotes to table 2; for data on recipients of assistance payments and persons employed under Federal work programs, see table 3.  
<sup>2</sup> Less than 0.1 percent.  
<sup>3</sup> Based on total population (estimated by the U. S. Bureau of the Census) as of July 1 of each year, except 1938 and 1939 which are based on estimated population as of July 1, 1937.  
<sup>4</sup> Less than 1 cent.



the withdrawal of the Federal Government from the general relief program with the liquidation of the Federal Emergency Relief Administration,

and the development and extension of work programs as a more constructive method of aiding employable persons.

**Chart 2.—Public assistance and Federal work programs: Trends in estimated unduplicated number of households and of persons in households receiving assistance and/or earnings in the continental United States, 1933-39**

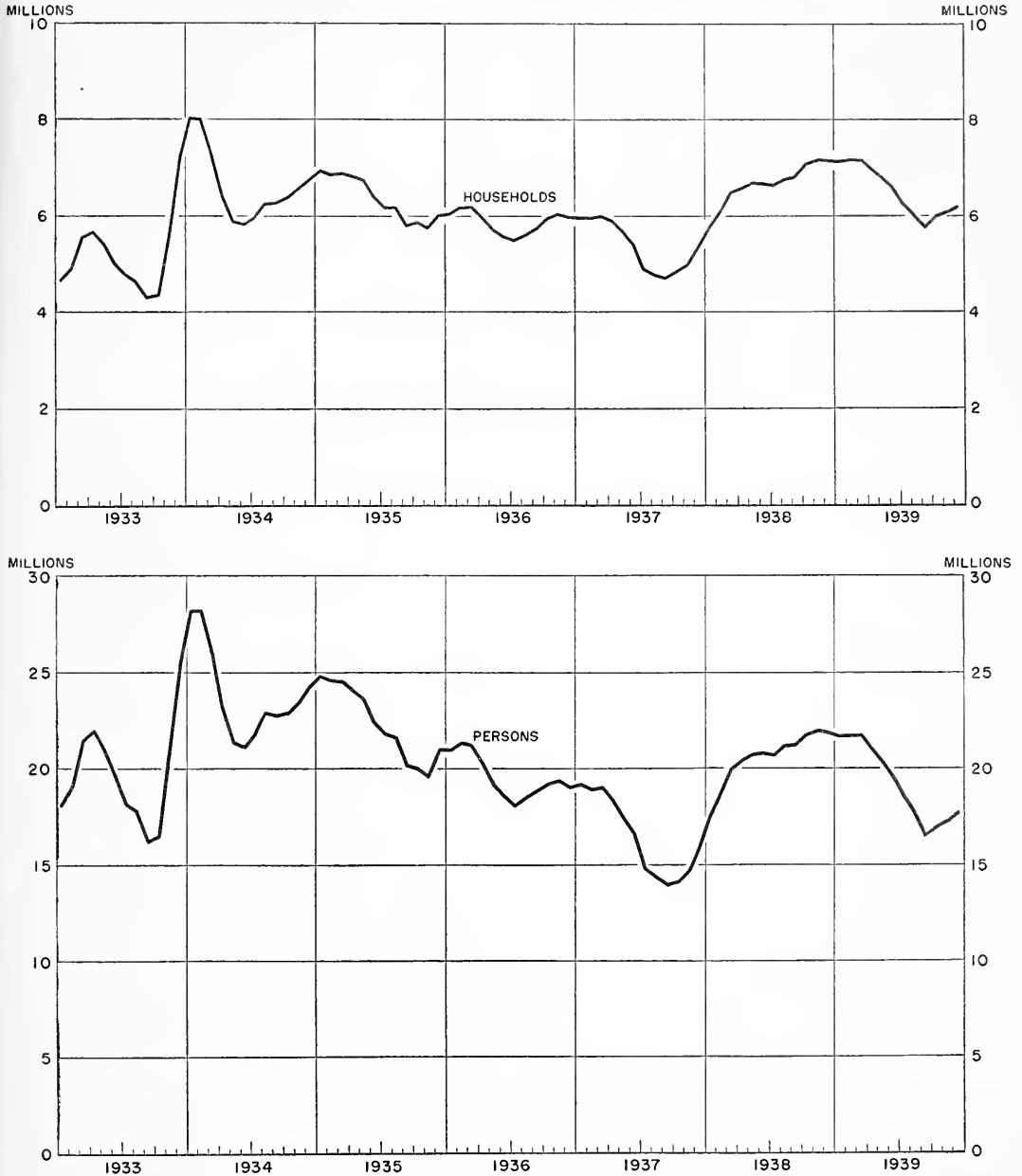




Table 2.—Public assistance and Federal work programs: Amount of assistance and earnings in the continental United States, by months, 1933-39<sup>1</sup>

Year and month	Total	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration <sup>2</sup>	Earnings of persons employed under Federal work programs <sup>4</sup>					
		Special types of public assistance <sup>1</sup>	General relief <sup>3</sup>	Relief under special programs of the Federal Emergency Relief Administration <sup>4</sup>		National Youth Administration <sup>5</sup>		Work Projects Administration <sup>6</sup>	Other Federal work and construction projects <sup>10</sup>	Civil Works Program <sup>11</sup>	
						Student aid	Work projects				
1933 total.....	\$1,358,159	\$72,414	\$758,752	\$5,753		\$140,756				\$165,548	\$214,956
January.....	77,336	6,485	59,615	326						10,910	
February.....	81,074	6,218	64,438	328						10,090	
March.....	95,747	6,215	77,442	420						11,670	
April.....	90,917	6,109	70,309	335						12,690	
May.....	105,024	6,040	85,957	322	1,474					14,510	
June.....	106,324	5,957	88,327	329	16,992					14,510	
July.....	98,536	5,883	57,719	339	20,579					14,016	
August.....	97,942	5,866	59,372	314	19,996					12,384	
September.....	95,855	5,870	56,598	322	19,169					13,896	
October.....	99,189	5,867	62,531	439	15,575					14,777	
November.....	144,307	5,878	67,971	735	20,245					17,546	
December.....	279,223	6,002	51,361	1,388	20,319					16,978	31,832
1934 total.....	2,436,328	80,003	1,200,360	61,069	260,957					330,880	503,059
January.....	311,821	6,274	48,353	2,867	20,810					14,718	218,799
February.....	250,995	6,208	50,219	3,566	20,489					15,964	184,549
March.....	123,111	6,300	61,072	4,082	15,511					20,400	25,000
April.....	168,381	6,341	105,942	4,913	17,891					21,400	25,668
May.....	167,573	6,418	101,485	4,317	20,560					28,523	402
June.....	173,725	6,571	105,398	3,773	19,907					35,435	11
July.....	192,197	6,691	118,549	4,283	22,113					35,869	
August.....	180,183	6,735	111,002	5,094	25,019					37,645	
September.....	208,468	7,040	135,780	7,671	23,114					34,328	
October.....	208,314	8,042	132,664	8,333	24,674					33,207	
1935 total.....	2,594,765	114,063	1,433,180	114,996	332,851	\$6,364	\$238,018			332,152	
January.....	223,081	8,478	158,084	9,305	25,036					22,158	
February.....	210,360	8,796	145,081	10,416	20,301					17,751	
March.....	210,889	9,051	141,148	18,663	21,437					20,692	
April.....	218,188	9,213	139,236	17,766	20,499					25,827	
May.....	218,919	9,213	139,236	17,766	23,675					29,029	
June.....	204,359	9,381	125,069	14,340	24,539					31,030	
July.....	203,737	9,690	127,073	9,833	28,088					31,051	
August.....	197,029	9,854	126,125	4,770	33,777	221	5,312	2		16,592	
September.....	217,029	9,854	126,125	4,770	33,777	221	5,312	2		16,592	
October.....	216,465	10,223	99,836	3,627	32,106	1,653	62,617	36,405		32,617	
November.....	229,981	10,548	79,697	2,718	33,882	2,095	65,015	36,227		36,227	
December.....	259,641	10,859	58,185	1,608	32,120	2,395	118,480	33,552		33,552	
1936 total.....	3,258,776	217,516	439,004	3,873	292,397	26,329	\$28,983	1,592,039		638,370	
January.....	292,143	11,426	48,245	817	29,792	2,528	196	134,237		32,114	
February.....	266,551	12,452	47,051	549	28,188	2,865	1,061	140,672		31,116	
March.....	274,757	13,080	44,737	472	24,858	3,099	2,153	147,930		33,208	
April.....	270,467	14,212	40,268	331	22,575	3,265	2,903	138,834		46,034	
May.....	266,559	14,039	35,140	280	24,348	3,580	2,866	130,211		53,857	
June.....	266,919	13,400	33,326	205	23,518	3,580	3,070	124,966		63,063	
July.....	266,919	13,400	33,326	205	23,518	3,580	3,070	124,966		63,063	
August.....	270,047	20,067	29,771	184	23,629	7	2,562	125,068		67,845	
September.....	272,099	21,622	30,193	190	23,903	342	2,795	128,971		66,001	
October.....	284,112	23,527	30,854	189	1,367	2,516	2,787	135,188		64,651	
November.....	285,441	25,092	32,039	191	1,416	3,122	3,122	137,502		56,133	
December.....	274,315	26,764	36,435	230	1,174	3,132	3,029	126,789		62,817	

[In thousands]



1937 total.....	2,869,379	397,866	406,831	467	35,894	245,756	24,237	32,864	1,186,266	639,269
January.....	260,564	27,802	37,985	209	19,484	24,485	2,997	3,087	114,835	43,707
February.....	285,819	28,870	38,113	129	13,765	24,188	3,217	3,236	116,072	43,707
March.....	299,306	30,712	39,513	120	15,228	24,188	3,217	3,236	116,072	43,707
April.....	258,444	31,632	39,615	120	15,228	24,188	3,217	3,236	116,072	43,707
May.....	244,203	31,462	38,226	120	15,228	24,188	3,217	3,236	116,072	43,707
June.....	227,288	33,025	39,015	120	15,228	24,188	3,217	3,236	116,072	43,707
July.....	219,097	34,056	39,955	120	15,228	24,188	3,217	3,236	116,072	43,707
August.....	216,419	35,576	39,274	120	15,228	24,188	3,217	3,236	116,072	43,707
September.....	207,729	36,025	39,274	120	15,228	24,188	3,217	3,236	116,072	43,707
October.....	224,386	38,181	40,833	120	15,228	24,188	3,217	3,236	116,072	43,707
November.....	224,386	38,181	40,833	120	15,228	24,188	3,217	3,236	116,072	43,707
December.....	224,386	38,181	40,833	120	15,228	24,188	3,217	3,236	116,072	43,707
1938 total.....	3,457,188	508,985	476,201	201	22,587	230,318	19,508	41,560	1,750,836	437,101
January.....	237,244	40,103	46,404	201	2,204	19,940	1,986	2,532	93,060	30,985
February.....	245,819	40,573	47,207	201	2,577	19,940	1,986	2,532	93,060	30,985
March.....	253,216	41,478	48,113	201	2,577	19,940	1,986	2,532	93,060	30,985
April.....	263,820	41,740	49,337	201	2,325	18,311	2,203	2,759	119,693	28,912
May.....	294,349	41,825	36,747	201	2,156	18,014	2,406	3,075	131,419	34,278
June.....	298,960	42,423	35,999	201	1,756	17,174	1,550	3,075	137,916	40,976
July.....	307,207	42,816	36,244	201	1,291	19,848	0	3,701	146,068	45,644
August.....	312,264	43,266	35,405	201	1,117	20,334	0	3,701	155,709	40,020
September.....	320,396	43,383	36,470	201	1,492	19,848	216	3,930	167,769	39,705
October.....	324,631	45,347	40,865	201	1,703	20,514	1,980	4,028	176,101	37,632
November.....	324,631	45,347	40,865	201	2,262	19,252	2,417	4,400	177,228	38,694
December.....	324,631	45,347	40,865	201	2,262	19,252	2,417	4,400	177,228	38,694
1939 total.....	3,494,427	506,060	481,723	201	19,050	230,313	22,644	51,505	1,565,063	357,872
January.....	316,269	45,915	43,670	201	2,301	20,642	2,266	4,347	160,606	36,423
February.....	310,104	46,208	43,567	201	2,327	20,642	2,266	4,347	154,756	34,138
March.....	309,358	46,211	43,567	201	2,402	18,103	2,446	4,451	152,595	35,424
April.....	308,045	46,167	39,236	201	2,242	19,974	2,494	4,318	152,457	40,385
May.....	304,525	47,082	37,050	201	1,687	20,432	2,494	4,286	147,978	45,765
June.....	279,130	47,529	36,271	201	1,284	18,637	1,935	3,993	140,997	38,948
July.....	276,565	47,767	38,241	201	828	19,317	6	4,241	147,142	34,232
August.....	258,247	47,847	38,615	201	1,816	19,022	306	4,222	141,582	34,232
September.....	258,247	47,847	38,615	201	876	19,308	2,340	4,432	101,986	52,965
October.....	258,247	47,847	38,615	201	1,156	19,321	2,946	4,550	105,570	51,342
November.....	258,247	47,847	38,615	201	1,156	19,321	2,946	4,550	105,570	51,342
December.....	273,464	48,677	38,728	201	1,710	17,621	2,955	5,428	111,754	46,592

<sup>1</sup> Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision; therefore, the revisions subsequent to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), may differ from those shown here.

<sup>2</sup> Figures for January 1933-January 1939 represent payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

<sup>3</sup> Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures for 1933-35 include direct relief earnings of persons employed on Federal projects; for 1936-37, earnings of persons employed on Federal projects and on other public works projects administered by local authorities from public funds under the poor laws.

<sup>4</sup> Figures from the WPA, Division of Statistics; include relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

<sup>5</sup> Figures from the FSA; represent net amount of emergency grant vouchers certified to cases during month ended, beginning with April 1935, value of commodities purchased by the FSA and included in the emergency relief program.

<sup>6</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>1</sup> Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average \$70 each month through June 1939, \$67 for July-October, and \$66.25 for November and December. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>2</sup> Figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent earnings during all pay-roll periods ended during month.

<sup>3</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects administered by the WPA and, for July 1938 and subsequent months, earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

<sup>4</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds; cover all pay-roll periods ended during monthly period ended on 15th of specified month.

<sup>5</sup> Figures from the WPA, Division of Statistics; represent estimated total earnings during month of persons employed under the Civil Works Program.

<sup>6</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>7</sup> Less than \$500.



Table 3.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by months, 1933-39<sup>1</sup>

Year and month	Estimated unduplicated total 1			Recipients of special types of public assistance 2				Cases aided under special programs of the Federal Emergency Administration 3	Cases for which sub-sistence payments were certified by the Federal Security Administration 4	Persons employed under Federal work programs 5					
	House-holds	Persons in these house-holds	Old-age assistance	Aid to dependent children			Aid to the blind			Civilian Conservation Corps 6	National Youth Administration		Work Projects Administration 10	Other Federal work and construction projects 11	Civil Works Program 12
				Families	Children	Student aid					Work projects				
1933															
January	4,656	18,076	116	112	280	25	4,247	65					152		
February	4,908	19,080	116	108	270	24	4,512	65					144		
March	5,226	21,539	112	113	283	24	5,087	84					190		
April	5,645	21,966	109	111	278	24	4,840	67	21				190		
May	5,403	20,966	109	111	278	24	4,328	64	243				208		
June	5,032	19,485	108	109	272	25	4,062	68	294				208		
July	4,787	18,186	106	109	270	24	3,940	63	286				185		
August	4,628	17,841	105	110	275	24	3,850	64	274				185		
September	4,295	16,215	105	111	277	25	3,647	67	222				323		
October	4,395	16,438	104	111	277	25	3,627	67	222				323		1,532
November	5,648	20,735	107	111	277	25	3,246	101	290				330		3,597
December	7,230	25,673	107	112	285	25	3,246	101	290				330		3,597
1934															
January	8,019	28,228	123	110	275	27	3,135	131	297				292		4,311
February	8,011	28,228	123	110	275	27	3,135	131	297				292		4,311
March	7,268	25,972	125	109	272	26	3,284	169	293				282		2,609
April	6,436	23,182	125	109	272	27	3,770	229	298				375		1,106
May	5,869	21,387	128	110	275	26	4,036	297	294				405		1,106
June	5,817	21,179	130	109	272	29	4,508	289	284				405		23
July	5,964	21,779	134	110	275	32	4,003	295	316				405		23
August	5,806	21,779	134	110	275	31	4,811	323	337				405		23
September	6,283	22,771	145	110	275	32	4,877	384	330				527		23
October	6,375	22,849	154	111	277	32	5,040	451	352				496		23
November	6,552	23,431	164	111	277	32	5,040	451	352				496		23
December	6,746	24,261	206	113	280	33	5,367	417	330				496		23
1935															
January	6,934	24,835	240	108	270	33	5,270	460	338				308		
February	6,836	24,572	256	107	267	32	5,262	460	347				285		
March	6,885	24,465	263	108	270	32	5,262	460	347				285		
April	6,823	24,068	274	110	275	33	5,313	646	293				353		
May	6,735	23,646	281	110	275	32	5,139	627	338				413		
June	6,404	22,457	283	108	270	32	4,829	557	351				447		
July	6,175	21,627	311	110	275	34	4,663	458	401				444		
August	6,175	21,627	311	110	275	34	4,663	458	401			(1)	444		
September	5,792	20,153	326	110	275	33	4,015	389	481			220	463		
October	5,836	20,000	347	112	280	35	3,695	169	483			185	473		
November	5,731	19,604	359	113	282	34	3,737	130	480			234	500		
December	6,083	20,998	378	117	286	35	2,886	92	480			284	500		
1936															
January	6,033	20,910	430	123	304	37	2,910	130	426			321	460		
February	6,184	21,336	473	132	328	41	2,130	130	426			321	460		
March	6,192	21,256	506	132	328	43	2,011	122	325			321	460		
April	5,960	20,384	571	144	350	42	1,828	108	322			321	460		
May	5,908	19,183	607	149	360	43	1,658	113	348			322	460		
June	5,479	18,049	738	156	382	44	1,556	111	350			322	460		
July	5,479	18,049	738	156	382	44	1,556	111	350			322	460		
August	5,682	18,472	807	148	362	42	1,433	10	350			322	460		
September	5,715	18,819	809	140	346	44	1,383	9	350			322	460		
October	5,968	19,187	973	154	379	44	1,306	63	350			322	460		
November	6,042	19,356	1,035	158	389	45	1,306	9	350			322	460		
December	5,986	19,056	1,106	160	401	45	1,510	11	350			322	460		



1937

January.....	5,973	19,156	1,150	166	411	47	1,662	335	417	185	2,127	544
February.....	5,958	18,875	1,200	171	421	47	1,725	335	427	185	2,127	544
March.....	6,008	19,095	1,256	178	437	48	1,834	323	427	185	2,127	544
April.....	5,878	18,365	1,296	183	450	49	1,894	303	412	162	2,075	512
May.....	5,609	17,452	1,327	189	432	50	1,950	218	301	185	2,018	560
June.....	5,388	16,069	1,392	192	411	51	1,977	191	277	249	1,874	588
July.....	4,782	14,405	1,392	192	411	51	1,977	54	277	150	1,628	586
August.....	4,782	14,405	1,432	203	502	51	1,271	78	278	133	1,509	593
September.....	4,606	13,985	1,467	209	518	52	1,265	67	36	127	1,509	593
October.....	4,838	14,163	1,503	215	533	54	1,270	52	298	121	1,460	499
November.....	4,992	14,685	1,541	220	544	55	1,368	109	283	127	1,501	466
December.....	5,338	15,967	1,577	228	565	56	1,625	284	304	136	1,594	404

January.....	5,771	17,506	1,600	234	578	57	1,893	168	285	146	1,801	334
February.....	6,089	18,638	1,623	241	595	59	1,946	139	285	152	2,001	317
March.....	6,480	19,967	1,646	247	610	60	1,994	117	262	155	2,319	335
April.....	6,578	20,357	1,662	252	622	62	1,994	117	262	155	2,319	335
May.....	6,566	20,275	1,671	258	638	62	1,694	112	257	179	2,538	391
June.....	6,636	20,680	1,707	260	640	63	1,648	93	245	219	2,658	487
July.....	6,772	21,191	1,716	265	651	64	1,610	70	284	215	2,741	541
August.....	6,812	21,216	1,731	268	659	64	1,581	62	280	215	2,997	480
September.....	7,074	21,757	1,746	271	664	65	1,526	59	41	221	3,200	365
October.....	7,162	21,664	1,762	274	672	65	1,496	70	291	220	3,282	377
November.....	7,156	21,891	1,762	274	672	65	1,496	80	292	230	3,330	377
December.....	7,156	21,891	1,776	280	681	67	1,631	115	275	240	3,156	369

January.....	7,132	21,739	1,788	287	701	67	1,772	125	295	237	3,016	352
February.....	7,171	21,762	1,800	295	717	67	1,814	123	295	232	2,990	342
March.....	7,178	21,738	1,813	298	720	68	1,854	127	269	236	3,003	350
April.....	6,958	20,853	1,829	300	724	68	1,794	114	285	228	2,786	392
May.....	6,958	20,853	1,829	300	724	68	1,644	87	292	225	2,637	439
June.....	6,605	19,485	1,842	311	748	68	1,568	69	269	214	2,569	498
July.....	6,250	18,473	1,858	312	750	69	1,539	46	265	217	2,569	498
August.....	6,092	17,640	1,872	313	751	69	1,583	42	255	217	1,967	496
September.....	5,765	16,505	1,885	313	753	69	1,583	42	255	217	1,967	496
October.....	5,968	16,962	1,894	314	753	69	1,623	50	288	225	1,715	492
November.....	6,068	17,257	1,903	314	752	70	1,655	65	292	238	1,867	475
December.....	6,189	17,601	1,906	315	757	70	1,567	95	266	241	1,945	462

1 Figures exclude administrative employees. Figures are partly estimated and subject to revision; incorporate revisions subsequent to publication of series in *Social Security Bulletin*, Vol. 3, No. 2 (February 1940), pp. 54-56.

2 Estimated by the Work Projects Administration and the Social Security Board.

3 For January 1937, administrative employees included in the Federal, State, and local funds for programs administered under State laws approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation.

4 Figures for January 1937 from the WPA, Division of Statistics. Figures represent number aided during month. Figures for 1933-35 include cases receiving relief during month from the Federal, State, and local funds for programs administered under State laws without Federal participation. Figures for 1936-37 include cases receiving relief during month from the Federal, State, and local funds for programs administered under State laws without Federal participation.

5 Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, rural rehabilitation, and transient programs of emergency relief administered largely financed from FEPA funds.

6 Figures from the WPA, Division of Statistics; represent net number of emergency grant vouchers certified to cases during month and, beginning with April 1937, net number of emergency grant commodities purchased by the WPA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

7 Figures include persons certified as in need of relief and all other persons employed on work and construction projects.

8 Figures from the CCC; estimated for January 1933-April 1935; for subsequent months they are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month, except for the Indian Division for which averages are computed from daily reports.

9 Figures for September 1935-June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA. Figures represent number of persons employed during month. Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of Public Works program; figures from the Bureau of Labor Statistics, Division of Construction, for construction projects financed by the Federal Government. Figures for 1933-35 include cases receiving relief during month from the Federal, State, and local funds for programs administered under State laws without Federal participation.

10 Figures from the WPA, Division of Statistics; represent estimated number of persons employed under the Civil Works Program during month.

11 For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

12 Less than 500 persons.



### State and Local Assistance Programs

This summary presents Nation-wide monthly data on the number of recipients and the amount of payments to recipients under the programs for old-age assistance, aid to dependent children, aid to the blind, and general relief in the years 1933-39. Detailed data for States and Territories on the three special types of public assistance are presented for the last 4 years, 1936-39, in tables 5-35. State data on general relief are given in tables 36-41 for the period beginning April 1937, when the Social Security Board assumed responsibility for continuing the Nation-wide reporting series begun in 1933 under the Federal Emergency Relief Administration; for State data prior to April 1937 reference should be made to publications of the FERA and the WPA.<sup>4</sup>

The data presented for the three special types of public assistance include figures for recipients and payments under programs administered under

State plans approved by the Social Security Board and under similar programs administered without Federal participation. Monthly data for States administering programs without Federal participation are in italics. States without specific statutory provision for such assistance programs are excluded from the tables.<sup>5</sup> For States administering programs under plans approved by the Social Security Board, data relate both to programs administered under such approved plans and to programs administered concurrently under State law without Federal participation.<sup>6</sup> The tables also include recipients not eligible under the Federal act who are granted assistance under the State law and payments to these recipients as well as payments in excess of amounts toward which the Federal Government may contribute under the Social Security Act.

General relief is granted to unemployable persons ineligible for or not receiving the special types

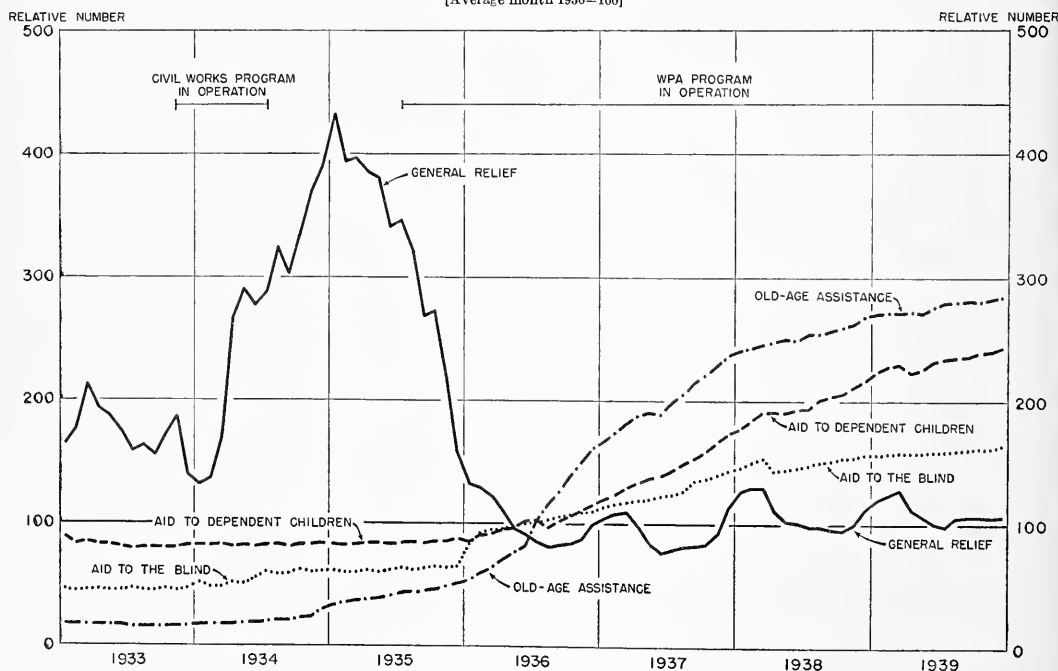
<sup>4</sup> Federal Emergency Relief Administration, *Statistical Summary of Emergency Relief Activities, January 1933 through December 1935*; Works Progress Administration, *General Relief Statistics For the Fifteen-Month Period January 1936 through March 1937*.

<sup>5</sup> Kentucky, which is excluded from tables 28-35, has a law for aid to the blind, but information on the status of the program is not available.

<sup>6</sup> Inclusion of such concurrent programs in the data is indicated in footnotes to the tables.

**Chart 3.—Public assistance: Payments to recipients of special types of public assistance and to cases receiving general relief in the continental United States, expressed as relative numbers, 1933-39**

[Average month 1936=100]





of public assistance and to employable persons who cannot be employed under Federal work programs within the limits of existing appropriations. In many States general relief is given also to persons who receive, under other public programs, assistance or earnings which are inadequate to meet family or individual needs.

From the middle of 1933 when the FERA was established until the end of 1935 when the FERA determined its final grants to States, the general relief program was administered by State emergency relief administrations under the supervision

of the FERA. In addition, a very small amount of general relief was administered concurrently by other agencies—usually local poor-relief officials. During these years substantial amounts of general relief were granted in the form of work-relief payments. Since 1935 some work relief has been given, but the amount has been comparatively small. Work-relief payments under the general relief program presumably are based on the needs of the family or individual and not on wage rates and hours of employment as under the Federal work programs.

**Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States, by months, 1933-39<sup>1</sup>**

[In thousands]

Year and month	Recipients of special types of public assistance				Cases receiving general relief	Amount of payments to recipients <sup>2</sup>				
	Old-age assistance	Aid to dependent children		Aid to the blind		Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief <sup>3</sup>
		Families	Children							
1933 total						\$831,166	\$26,071	\$40,504	\$5,839	\$758,752
January	116	112	280	25	4,247	66,100	2,322	3,670	493	59,615
February	108	108	270	24	4,512	70,656	2,313	3,431	474	64,438
March	112	113	283	24	5,087	83,657	2,249	3,487	479	77,442
April	110	111	278	25	5,185	76,418	2,207	3,406	496	70,309
May	109	111	278	24	4,849	74,097	2,175	3,406	479	68,037
June	108	108	270	24	4,328	69,320	2,159	3,322	480	63,359
July	106	109	272	25	4,062	63,602	2,131	3,252	500	57,719
August	105	110	275	24	3,940	65,238	2,107	3,281	478	59,372
September	105	111	277	24	3,589	62,468	2,098	3,293	479	56,598
October	104	111	277	25	3,647	68,398	2,073	3,293	501	62,531
November	105	111	277	24	4,037	73,849	2,098	3,297	483	67,971
December	107	112	285	25	3,246	57,363	2,139	3,366	497	51,361
1934 total						1,280,363	32,244	40,686	7,073	1,200,360
January	123	110	275	27	3,135	54,627	2,342	3,389	543	48,353
February	123	109	272	26	3,284	56,427	2,331	3,361	516	50,219
March	125	111	277	26	3,770	67,325	2,373	3,413	514	61,025
April	125	109	272	27	4,656	104,184	2,371	3,353	543	97,917
May	128	110	275	26	4,636	112,283	2,426	3,385	530	105,942
June	130	109	272	29	4,508	107,903	2,474	3,353	591	101,485
July	134	110	275	32	4,603	111,969	2,553	3,381	637	105,398
August	141	110	275	31	4,841	125,240	2,672	3,401	618	118,549
September	145	109	272	31	4,877	117,737	2,750	3,457	628	111,002
October	154	111	277	33	4,920	129,016	2,919	3,409	662	122,026
November	164	111	277	32	5,096	142,946	3,114	3,413	639	135,780
December	206	113	280	33	5,367	150,706	3,919	3,471	652	142,664
1935 total						1,547,843	64,966	41,727	7,970	1,433,180
January	240	108	270	33	5,579	166,562	4,406	3,417	655	158,084
February	256	107	267	32	5,542	152,825	4,626	3,397	639	144,163
March	263	108	270	32	5,466	153,976	4,738	3,422	638	145,178
April	274	110	275	33	5,313	150,199	4,920	3,472	659	141,148
May	281	110	275	32	5,139	148,449	5,109	3,463	641	139,236
June	293	108	270	33	4,829	134,450	5,306	3,417	658	125,069
July	302	110	275	34	4,663	135,763	5,541	3,468	681	127,073
August	314	110	275	33	4,515	127,190	5,656	3,488	660	117,886
September	326	110	275	33	4,191	108,083	5,817	3,472	669	98,125
October	347	112	280	35	3,995	110,057	6,002	3,526	693	99,836
November	359	113	282	34	3,737	90,245	6,306	3,559	683	79,697
December	378	117	286	35	2,886	69,044	6,539	3,626	694	58,185
1936 total						656,520	155,239	49,463	12,813	439,004
January	430	123	304	37	2,219	59,671	7,018	3,523	584	48,245
February	473	132	328	41	2,139	59,503	7,713	3,760	979	47,051
March	505	132	328	43	2,011	57,826	8,273	3,797	1,019	44,737
April	571	144	350	42	1,828	54,480	9,247	3,942	1,024	40,268
May	607	149	360	43	1,658	50,079	9,902	3,993	1,045	35,140
June	650	156	382	44	1,556	49,226	10,609	4,222	1,070	33,326
July	788	158	388	42	1,453	49,369	13,088	4,254	1,082	30,945
August	807	148	362	43	1,434	49,838	14,947	4,017	1,102	29,771
September	899	140	346	44	1,389	51,815	16,288	4,212	1,122	30,193

See footnotes at end of table.



**Assistance Payments**

Payments to recipients under the four assistance programs may be made in the form of direct money payments, payments in kind, or payments for services in behalf of recipients. For the three special types of public assistance, data on assistance in kind or in the form of medical care have been collected by the Social Security Board only since July 1937; data for prior months include only direct money payments. The Social Security Act permits Federal participation only in direct money payments, and such payments represent almost the entire amount of assistance granted under

programs for the special types of public assistance. In December 1939 only 0.7 percent of the assistance payments under these programs was for assistance in kind and medical care. Payment under the general relief program, however, included a much greater proportion of such indirect payments. In December 1939, in 31 States for which such data are available, nearly 32 percent of payments for general relief was for relief in kind and medical care.

The data for the four programs exclude the cost of administration, hospitalization, and burials. For the general relief program they also exclude

**Table 4.—Public assistance: Recipients and amount of payments to recipients in the continental United States by months, 1933-39—Continued**

[In thousands]

Year and month	Recipients of special types of public assistance				Cases receiving general relief	Amount of payments to recipients <sup>1</sup>				
	Old-age assistance	Aid to dependent children		Aid to the blind		Total	Old-age assistance	Aid to dependent children	Aid to the blind	General relief <sup>2</sup>
		Families	Children							
October.....	973	154	379	44	1,396	\$54,381	\$18,004	\$4,379	\$1,144	\$30,954
November.....	1,035	158	389	45	1,406	57,131	19,363	4,567	1,163	32,039
December.....	1,106	160	401	45	1,510	63,199	20,788	4,797	1,179	36,435
1937 total.....						804,749	310,442	71,254	16,171	406,881
January.....	1,150	166	411	47	1,662	65,787	21,644	4,941	1,217	37,985
February.....	1,200	171	421	47	1,726	68,176	22,535	5,107	1,234	39,300
March.....	1,256	178	437	48	1,684	70,051	23,602	5,378	1,259	39,813
April.....	1,296	183	450	49	1,550	66,870	24,361	5,496	1,268	35,745
May.....	1,327	189	464	49	1,382	62,307	24,753	5,600	1,279	30,615
June.....	1,290	192	473	50	1,277	59,688	24,410	5,740	1,311	28,226
July.....	1,392	196	481	50	1,257	62,040	25,799	5,896	1,329	29,015
August.....	1,432	203	502	51	1,271	64,010	26,577	6,125	1,354	29,955
September.....	1,467	209	518	52	1,265	65,850	27,832	6,303	1,440	30,274
October.....	1,503	215	533	54	1,270	67,354	28,607	6,555	1,464	30,729
November.....	1,541	220	544	55	1,368	71,985	29,626	6,885	1,492	33,981
December.....	1,577	228	565	56	1,626	80,628	30,695	7,167	1,524	41,243
1938 total.....						985,183	392,386	97,446	19,152	476,199
January.....	1,600	234	578	57	1,893	86,507	31,186	7,357	1,560	46,404
February.....	1,623	241	595	59	1,996	87,780	31,403	7,572	1,598	47,207
March.....	1,646	247	610	60	1,994	88,755	31,782	7,874	1,629	47,471
April.....	1,662	252	622	60	1,815	82,591	32,072	7,880	1,527	41,113
May.....	1,677	256	630	62	1,696	79,078	32,319	7,880	1,536	37,337
June.....	1,657	253	638	62	1,648	78,572	32,276	7,987	1,562	36,747
July.....	1,707	260	640	63	1,610	78,421	32,826	8,013	1,583	35,999
August.....	1,716	265	651	64	1,581	79,059	32,915	8,301	1,598	36,244
September.....	1,731	268	659	65	1,526	78,670	33,260	8,390	1,616	35,405
October.....	1,746	271	664	65	1,496	78,696	33,626	8,507	1,630	34,933
November.....	1,762	274	672	66	1,518	80,844	33,981	8,740	1,648	36,476
December.....	1,776	280	684	67	1,631	86,212	34,740	8,940	1,667	40,865
1939 total.....						1,047,783	430,666	114,955	20,438	481,723
January.....	1,788	287	701	67	1,772	89,593	35,024	9,226	1,665	43,679
February.....	1,800	296	717	67	1,844	91,235	35,188	9,392	1,678	45,027
March.....	1,814	298	720	67	1,851	92,975	35,206	9,496	1,684	46,589
April.....	1,830	296	714	68	1,724	87,488	35,311	9,210	1,690	41,277
May.....	1,833	300	721	68	1,644	85,403	35,204	9,278	1,685	39,236
June.....	1,842	311	748	68	1,568	84,132	35,802	9,583	1,696	37,050
July.....	1,858	312	750	69	1,539	83,801	36,191	9,635	1,703	36,271
August.....	1,872	313	751	69	1,583	86,008	36,385	9,669	1,712	38,241
September.....	1,885	314	752	69	1,670	86,602	36,518	9,713	1,715	38,655
October.....	1,894	314	753	69	1,633	86,611	36,334	9,841	1,725	38,711
November.....	1,904	314	753	70	1,565	86,531	36,637	9,900	1,735	38,259
December.....	1,909	315	757	70	1,567	87,405	36,916	10,011	1,749	38,728

<sup>1</sup> Figures for 3 special types of public assistance for January 1933-January 1936 represent payments and recipients of payments from State and local funds only; for subsequent months, from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and from State and local funds for programs administered under State laws without Federal participation. Data for general relief, January 1933-March 1937, from the Work Projects Administration, Division of Statistics; figures for 1933-35 include direct relief, relief and nonrelief employment (other

than administrative employees) under the general relief program of the Federal Emergency Relief Administration, and estimates for general relief administered by local authorities from public funds under the poor laws. All figures partly estimated.

<sup>2</sup> Excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Excludes cost of special programs and of materials, equipment, and other items incident to operation of work-relief programs.



the cost of materials, equipment, and other items incident to the operation of work-relief programs.

### Recipients and Cases

Two terms are used to designate the individuals and families receiving assistance—"recipients" of the special types of public assistance and "cases" receiving general relief. Under the programs for

the special types of public assistance the term "recipient" has several meanings. The recipient of old-age assistance or aid to the blind is ordinarily an individual. In some States, however, joint grants of old-age assistance sometimes are made to two eligible individuals, e. g., husband and wife living in the same household, who are counted as one recipient. The recipient of aid to

**Table 5.—Public assistance: Recipients and amount of payments to recipients in Alaska, Hawaii, and the Virgin Islands, by months, 1936-39<sup>1</sup>**

Year and month	Alaska <sup>2</sup>		Hawaii						Virgin Islands <sup>4</sup>	
	Old-age assistance		Old-age assistance		Aid to dependent children <sup>3</sup>		Aid to the blind		General relief	
	Recipients	Amount of payments to recipients	Recipients	Amount of payments to recipients	Recipients		Recipients	Amount of payments to recipients	Cases	Amount of payments to cases
					Families	Children				
1936 total.....	-----	\$167,297	-----	\$77,660	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
January.....	618	12,406	523	6,851	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
February.....	618	12,407	555	6,070	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
March.....	618	12,477	666	6,394	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
April.....	650	13,737	666	6,376	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
May.....	650	13,737	678	6,464	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
June.....	650	13,737	679	6,574	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
July.....	661	14,532	684	6,584	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
August.....	661	14,532	684	6,600	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
September.....	661	14,532	680	6,622	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
October.....	673	15,240	583	6,600	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
November.....	673	15,240	587	6,663	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
December.....	673	15,240	595	6,813	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
1937 total.....	-----	195,485	-----	164,545	-----	-----	\$196,876	\$2,240	( <sup>5</sup> )	( <sup>5</sup> )
January.....	689	16,101	694	6,803	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
February.....	699	16,102	694	7,980	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
March.....	699	16,102	693	8,123	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
April.....	699	16,170	696	8,488	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
May.....	698	16,106	598	8,698	-----	-----	-----	-----	( <sup>5</sup> )	( <sup>5</sup> )
June.....	698	16,106	813	10,249	697	2,492	21,535	-----	( <sup>5</sup> )	( <sup>5</sup> )
July.....	666	15,295	1,167	15,182	751	2,665	24,684	-----	( <sup>5</sup> )	( <sup>5</sup> )
August.....	562	15,170	1,233	16,129	738	2,556	24,237	-----	( <sup>5</sup> )	( <sup>5</sup> )
September.....	674	15,680	1,319	17,138	760	2,791	26,032	-----	( <sup>5</sup> )	( <sup>5</sup> )
October.....	577	15,850	1,342	17,070	830	2,939	31,834	-----	( <sup>5</sup> )	( <sup>5</sup> )
November.....	612	17,125	1,357	18,656	842	2,959	33,805	56	1,120	( <sup>5</sup> )
December.....	688	19,650	1,412	19,527	861	2,987	34,749	56	1,120	( <sup>5</sup> )
1938 total.....	-----	307,737	-----	255,562	-----	-----	363,749	10,381	( <sup>5</sup> )	14,654
January.....	709	20,230	1,569	21,459	873	3,021	35,510	44	683	( <sup>5</sup> )
February.....	752	21,245	1,569	19,674	879	3,034	29,266	47	649	( <sup>5</sup> )
March.....	794	22,145	1,407	17,880	889	3,038	28,852	49	678	( <sup>5</sup> )
April.....	856	23,492	1,607	20,091	850	3,146	29,291	49	667	( <sup>5</sup> )
May.....	903	24,697	1,703	21,188	919	3,243	30,336	62	897	( <sup>5</sup> )
June.....	960	26,892	1,715	21,739	892	3,146	29,618	66	992	( <sup>5</sup> )
July.....	1,001	27,106	1,773	22,401	894	3,134	29,690	66	990	\$15,240
August.....	1,021	27,726	1,762	22,070	868	3,082	29,265	64	942	15,570
September.....	1,039	28,211	1,761	22,034	863	3,052	28,886	69	994	17,108
October.....	1,045	28,546	1,766	22,208	860	3,046	28,829	69	994	15,939
November.....	1,051	28,791	1,783	22,424	915	3,227	31,583	68	967	19,129
December.....	1,078	29,656	1,771	22,588	941	3,361	32,624	67	951	16,240
1939 total.....	-----	409,078	-----	252,004	-----	-----	388,038	11,436	192,917	14,973
January.....	1,114	30,668	1,776	22,280	942	3,358	32,280	66	913	939
February.....	1,137	31,369	1,772	22,846	967	3,433	33,286	67	949	1,015
March.....	1,172	32,150	1,771	22,280	979	3,471	34,251	67	990	1,227
April.....	1,202	33,025	1,772	22,457	989	3,461	34,658	68	988	1,186
May.....	1,209	33,530	1,773	22,470	995	3,475	34,867	70	1,027	1,020
June.....	1,220	33,655	1,788	22,568	1,005	3,511	35,769	69	1,013	855
July.....	1,246	34,330	1,778	22,449	994	3,506	35,407	69	993	668
August.....	1,269	35,095	1,785	18,973	862	3,040	27,092	67	872	666
September.....	1,280	35,625	1,707	18,667	854	3,024	27,074	69	893	666
October.....	1,304	36,212	1,717	18,887	916	3,193	29,722	70	920	761
November.....	1,314	36,577	1,713	18,953	932	3,293	30,961	71	933	773
December.....	1,327	37,022	1,714	19,634	979	3,393	32,471	70	945	872

<sup>1</sup> Figures italicized represent program administered without Federal participation.

<sup>2</sup> Not administering aid to the blind. Data not available for general relief and for aid to dependent children, which is administered without Federal participation.

<sup>3</sup> Estimated for June 1937-May 1938.

<sup>4</sup> Not administering 3 special types of public assistance.

<sup>5</sup> Not available.

<sup>6</sup> Federal funds available but no payments made.



dependent children is a family consisting of one or more dependent children under 16 years of age<sup>7</sup> living with at least one adult relative.<sup>8</sup> The general relief "case" may consist of a family, a group of unrelated persons living together as a social and economic unit, or an individual.

<sup>7</sup> Some States have always granted aid from State and local funds in behalf of children 16-18 years of age. Under the amendments to the Social Security Act approved in August 1939, Federal funds are available to all States for payments in behalf of children aged 16-18 who are regularly attending school.

<sup>8</sup> According to reports for the fiscal year ended June 30, 1939, 71.3 percent of all children in families accepted for aid during the year were living with their mother only; 2.7 percent with their father only; 20.0 percent with both parents; and 6.0 percent with other relatives or unrelated persons. The average number of children per family was 2.3.

## Development of the Programs

The year 1936 was an important turning point in the development of the four State and locally administered assistance programs. In February 1936 the Social Security Board made its first grants to the States for the special types of public assistance. The availability of Federal funds under the Social Security Act has been of primary importance in the marked expansion since that time in programs for old-age assistance, aid to dependent children, and aid to the blind; the influence of the inauguration of the social security

**Table 6.—Public assistance: Amount of payments to recipients in the continental United States, by States and by years, 1936-39<sup>1</sup>**

(In thousands)

State	Old-age assistance				Aid to dependent children				Aid to the blind				General relief <sup>2</sup>		
	1936	1937	1938	1939	1936	1937	1938	1939	1936	1937	1938	1939	1937 <sup>3</sup>	1938	1939
<b>Total</b> .....	<b>\$155,239</b>	<b>\$310,442</b>	<b>\$392,386</b>	<b>\$430,666</b>	<b>\$49,463</b>	<b>\$71,254</b>	<b>\$97,446</b>	<b>\$114,955</b>	<b>\$12,813</b>	<b>\$16,171</b>	<b>\$19,162</b>	<b>\$20,438</b>	<b>\$289,784</b>	<b>\$476,199</b>	<b>\$481,723</b>
Alabama.....	930	1,558	1,830	1,917	614	713	929	837	22	49	56	56	129	283	250
Arizona.....	588	768	1,914	2,315	182	442	683	942	14	51	96	529	614	480	460
Arkansas.....	899	1,850	1,734	1,248	224	601	504	390	33	72	63	49	276	264	220
California.....	15,179	30,838	45,332	51,344	3,182	4,131	5,756	6,948	1,756	2,306	3,283	3,755	20,495	37,401	47,552
Colorado.....	6,171	11,225	12,708	15,831	447	1,162	1,346	1,723	142	189	201	209	1,879	2,044	2,348
Connecticut.....	1,974	4,153	4,599	5,043	778	1,173	888	818	20	33	66	3,477	6,943	6,378	6,378
Delaware.....	298	381	343	350	111	151	185	182	—	—	—	—	172	437	—
District of Columbia.....	146	711	957	997	665	676	663	477	10	44	65	67	683	609	514
Florida.....	184	2,132	5,170	5,669	259	262	288	879	18	26	248	373	451	663	709
Georgia.....	—	855	3,414	2,711	—	232	1,048	989	—	32	144	134	555	557	429
Idaho.....	1,676	2,178	2,215	2,175	383	699	793	860	60	74	76	75	311	499	371
Illinois.....	5,035	23,049	26,330	30,716	1,950	1,941	2,016	2,016	1,944	2,268	2,456	2,460	31,551	47,843	48,433
Indiana.....	3,771	7,290	8,847	12,950	366	2,747	4,587	5,470	138	412	546	585	3,909	9,528	8,528
Iowa.....	4,780	7,150	11,394	12,497	600	657	744	744	192	111	297	384	4,599	6,265	6,207
Kansas.....	—	753	4,372	6,397	42	254	1,434	1,949	—	17	193	255	2,229	2,763	3,445
Kentucky.....	233	3,758	3,826	4,686	109	106	99	116	(*)	(*)	(*)	(*)	391	535	536
Louisiana.....	867	2,646	3,151	3,878	732	1,772	2,211	2,842	—	28	103	151	999	1,200	1,284
Maine.....	381	597	2,206	3,011	458	558	604	620	204	282	335	343	3,158	2,760	2,760
Maryland.....	1,769	2,944	3,558	3,683	1,610	2,150	2,745	2,851	81	141	150	165	1,232	2,433	2,763
Massachusetts.....	8,796	19,212	23,668	27,003	3,349	4,526	6,259	7,459	199	213	269	306	14,881	24,033	22,098
Michigan.....	5,202	9,470	14,923	15,530	2,214	4,418	5,524	6,158	33	144	177	215	9,312	27,139	17,836
Minnesota.....	7,618	14,163	15,313	16,401	1,596	1,694	2,414	3,252	97	109	181	252	8,139	12,260	12,653
Mississippi.....	932	855	1,084	1,728	32	10	11	8	20	—	5	49	36	48	51
Missouri.....	4,027	8,847	14,482	17,120	112	141	1,474	2,402	2,558	2,558	1,540	1,088	4,084	4,972	4,375
Montana.....	725	2,501	2,977	2,716	224	359	650	694	—	12	36	48	1,193	986	986
Nebraska.....	3,057	5,055	5,039	5,126	483	1,122	1,325	1,472	69	125	138	144	801	1,258	1,406
Nevada.....	92	164	620	702	56	47	38	38	2	3	3	3	118	141	141
New Hampshire.....	672	901	1,031	1,211	139	152	162	225	54	63	76	85	1,680	2,839	2,350
New Jersey.....	3,346	4,877	5,861	6,927	3,238	3,606	3,870	3,951	114	130	154	172	10,694	21,678	18,321
New Mexico.....	228	494	549	564	98	326	357	432	11	32	37	37	161	149	167
New York.....	15,596	25,598	30,550	32,447	12,388	13,217	17,448	21,011	417	469	703	792	84,652	125,675	122,627
North Carolina.....	—	703	3,227	3,899	62	257	1,274	1,483	22	111	346	378	417	433	433
North Dakota.....	538	1,361	1,565	1,758	15	18	371	805	—	11	23	30	1,221	935	935
Ohio.....	20,878	27,843	30,015	31,791	2,391	4,000	4,907	647	791	895	930	11,747	21,629	20,400	20,400
Oklahoma.....	2,715	11,028	12,206	14,900	717	1,629	2,604	2,535	—	256	360	383	1,327	1,844	708
Oregon.....	2,188	3,239	4,427	6,105	288	325	603	839	37	118	131	135	1,437	2,233	1,913
Pennsylvania.....	11,752	22,641	23,295	20,601	3,649	6,091	7,281	10,984	2,947	3,749	4,182	4,464	43,255	76,226	93,316
Rhode Island.....	401	984	1,388	1,454	352	465	542	625	—	5	6	8	2,024	3,220	3,540
South Carolina.....	—	385	2,187	2,253	—	55	681	805	—	17	105	111	60	340	284
South Dakota.....	409	2,035	3,675	3,295	330	385	384	580	—	—	36	47	628	825	838
Tennessee.....	—	541	3,461	3,924	73	469	2,112	2,148	—	29	208	229	601	334	321
Texas.....	7,595	19,351	18,506	17,860	40	35	12	10	—	—	—	—	817	1,388	1,384
Utah.....	925	2,284	3,657	3,406	550	853	1,063	1,286	44	73	68	65	812	902	1,363
Vermont.....	547	670	903	1,031	70	82	91	160	20	25	28	37	549	810	779
Virginia.....	—	—	197	1,550	46	46	81	309	—	—	—	—	130	903	1,220
Washington.....	4,737	8,858	9,952	10,348	1,316	2,179	2,098	1,836	265	340	308	371	4,808	5,028	3,381
West Virginia.....	72	2,377	3,040	2,830	—	861	1,464	1,715	—	115	155	157	1,599	2,538	1,619
Wisconsin.....	5,816	8,469	9,937	11,975	2,793	3,588	4,394	5,157	520	619	521	542	6,367	10,418	12,406
Wyoming.....	496	698	747	864	146	233	214	256	67	67	57	52	169	331	378

<sup>1</sup> From Federal, State, and local funds for States administering these programs under the Social Security Act and from State and local funds only in States administering programs under State law without Federal participation; for data on Alaska, Hawaii, and the Virgin Islands, see table 5.

<sup>2</sup> For January 1936-March 1937, see Works Progress Administration, *Gen-*

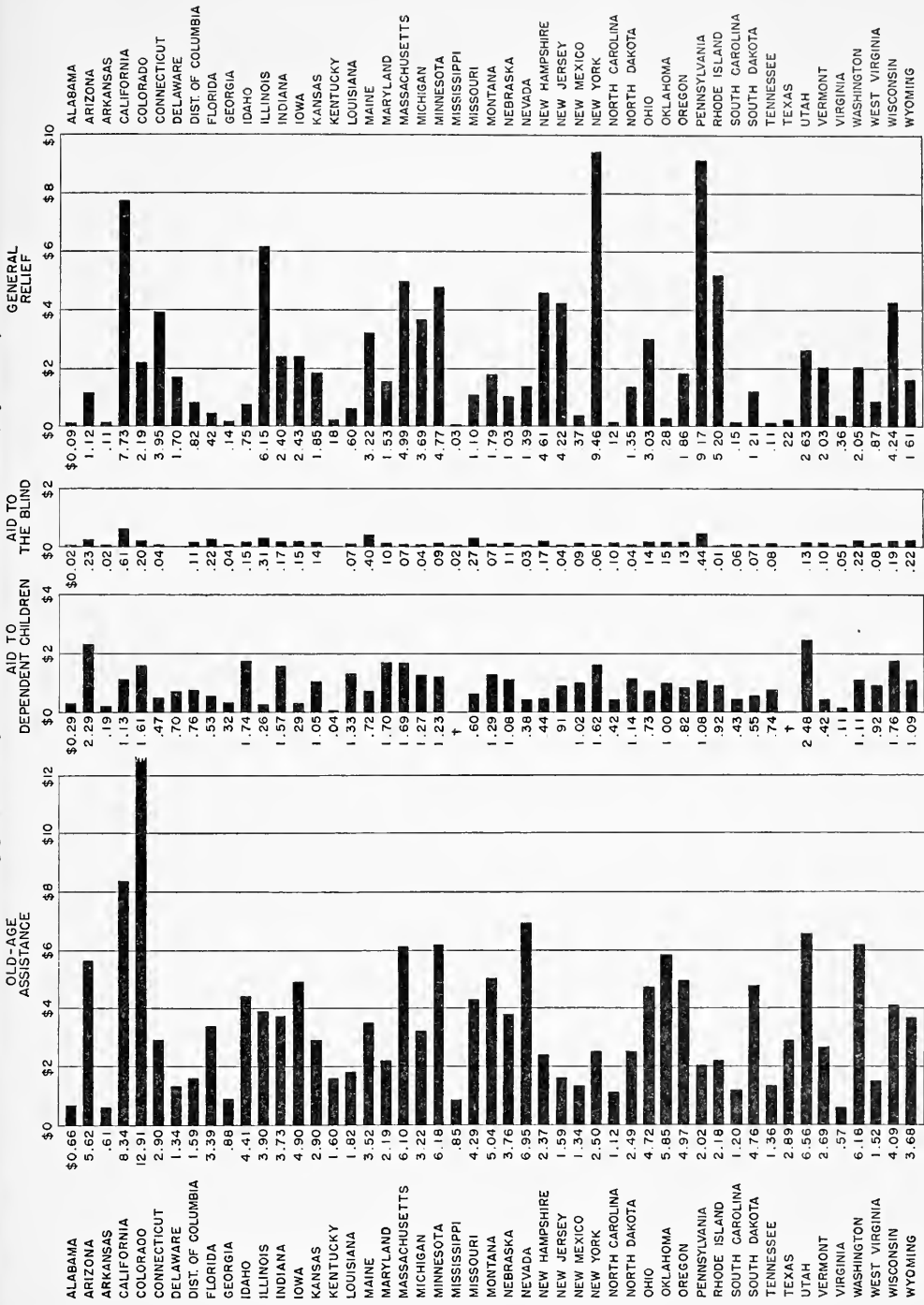
*eral Relief Statistics for the Fifteen-Month Period January 1936 through March 1937.*

<sup>3</sup> April-December only.

<sup>4</sup> Information on status of program not available.



Chart 4.—Public assistance: Amount per inhabitant for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind and to cases receiving general relief in the continental United States, by States, 1939



† Less than 1 cent.



program and of the withdrawal of the Federal Government from participation in the general relief program at the close of the previous year is reflected in chart 3.

### Old-Age Assistance

Of the three assistance programs under the Social Security Act, that for old-age assistance has expanded most rapidly. The first enduring law providing old-age assistance was passed in Alaska in 1915, but progress in legislation was slow; at the end of 1928 only 6 States and Alaska had

statutory provisions for aid to the aged.<sup>9</sup> By the end of 1934, 28 States and 2 Territories had such statutes. In only 10 States, however, was the program State-wide in operation, and in 3 States the old-age assistance law was entirely inoperative because of lack of funds.<sup>10</sup> Subsequently, under the stimulus of the Federal Social Security Act, other States hastened to enact old-age assistance legislation, and by September 1938 all 51 jurisdictions

<sup>9</sup> *Social Security in America*, published by the Social Security Board for the Committee on Economic Security, 1937, p. 160.

<sup>10</sup> *Ibid.*, p. 163.

Table 7.—Public assistance: Amount per inhabitant<sup>1</sup> for payments to recipients in the continental United States by States and by years, 1936-39<sup>2</sup>

State	1936			1937			1938				1939			
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	General relief	Old-age assistance	Aid to dependent children	Aid to the blind	General relief
Total.....	\$1.38	\$0.40	\$0.13	\$2.45	\$0.55	\$0.14	\$3.04	\$0.75	\$0.16	\$3.68	\$3.33	\$0.89	\$0.17	\$3.32
Alabama.....	.32	.21	—	.54	.25	.01	.63	.32	.02	.10	.66	.29	.02	.10
Arizona.....	1.45	.37	.04	1.86	1.07	.12	4.65	1.66	.20	1.25	5.62	2.29	.23	1.7
Arkansas.....	.44	.11	.02	.90	.29	.04	.85	.25	.03	.13	.61	.19	.02	.1
California.....	2.51	.53	.29	5.01	.67	.37	7.37	.94	.53	6.08	8.34	1.13	.61	7.7
Colorado.....	5.79	.42	.13	10.48	1.09	.18	11.87	1.26	.19	1.91	12.91	1.61	.20	2
Connecticut.....	1.14	.45	.01	2.39	.45	.01	2.64	.51	.02	3.99	2.90	.47	.04	3.2
Delaware.....	1.14	.43	—	1.46	.58	—	1.31	.71	—	1.67	1.34	.70	—	1.7
District of Columbia.....	.24	1.07	.02	1.13	1.08	.07	1.53	1.06	.10	.97	1.59	.76	.11	.4
Florida.....	.11	.16	.01	1.28	.16	.02	3.10	.17	.15	.40	3.39	.53	.22	.5
Georgia.....	—	—	—	.28	.08	.01	1.11	.34	.05	.18	.88	.32	.04	.1
Idaho.....	3.46	.79	.12	4.42	1.42	.15	4.49	1.61	.15	1.01	4.41	1.74	.15	.6
Illinois.....	.64	.25	.25	2.93	.25	.29	3.34	.26	.31	6.07	3.90	.26	.31	6.3
Indiana.....	1.09	.11	.06	2.10	.79	.12	2.55	1.32	.16	2.74	3.73	1.57	.17	2.2
Iowa.....	1.88	.24	.08	2.80	.26	.04	4.46	.29	.12	2.45	4.90	.29	.15	2.2
Kansas.....	.62	.02	.40	.14	.01	.01	2.35	.74	.10	1.48	2.90	1.05	.14	1.8
Kentucky.....	.08	—	( <sup>3</sup> )	1.29	.04	( <sup>3</sup> )	1.31	.03	( <sup>3</sup> )	.18	1.60	.04	( <sup>3</sup> )	.1
Louisiana.....	.41	.35	—	1.24	.83	.01	1.48	1.04	.05	.56	1.82	1.33	.07	.6
Maine.....	.45	.57	.24	.70	.65	.33	2.58	.71	.39	3.69	3.52	.72	.40	3.2
Maryland.....	1.06	.96	.05	1.75	1.28	.08	2.12	1.64	.09	1.45	2.19	.70	.10	1.1
Massachusetts.....	2.21	.76	.04	4.34	1.02	.05	5.35	1.41	.06	5.43	6.10	1.69	.07	4.1
Michigan.....	1.09	.46	.01	1.96	.91	.03	3.09	1.14	.04	5.62	3.22	1.27	.04	3.1
Minnesota.....	2.89	.61	.04	5.34	.64	.04	5.77	.91	.07	4.52	6.18	1.23	.09	4.7
Mississippi.....	.46	.02	.01	.42	.01	—	.54	.01	( <sup>3</sup> )	.02	.85	.01	.02	.6
Missouri.....	1.02	.03	.65	2.22	.04	.64	3.63	.37	.39	1.25	4.29	.60	.27	1.1
Montana.....	1.37	.42	—	4.64	.67	—	5.52	1.22	.02	2.21	5.04	1.29	.07	1.7
Nebraska.....	2.24	.35	.05	3.71	.82	.09	3.69	.97	.10	.92	3.76	1.08	.11	1.0
Nevada.....	.92	.56	.02	1.63	.46	.02	6.14	.37	.03	1.16	6.95	.38	.03	1.8
New Hampshire.....	1.32	.27	.11	1.77	.30	.13	2.02	.32	.15	5.57	2.37	.44	.17	4.2
New Jersey.....	.77	.75	.03	1.12	.83	.03	1.35	.89	.04	4.89	1.59	.91	.04	4.7
New Mexico.....	.54	.23	.03	1.17	.77	.08	1.30	.92	.09	.35	1.34	1.02	.09	.8
New York.....	1.21	.96	.03	1.98	1.02	.04	2.36	1.35	.05	9.70	2.50	1.62	.06	9.4
North Carolina.....	—	.02	.01	.20	.07	.03	.92	.36	.10	.12	1.12	.42	.10	.1
North Dakota.....	.77	—	—	1.93	.03	.02	2.22	.53	.03	1.72	2.49	1.14	.04	1.8
Ohio.....	3.11	.36	.10	4.14	.59	.12	4.46	.76	.13	3.21	4.72	.73	.14	3.0
Oklahoma.....	.81	.28	.04	4.33	.64	.10	4.79	1.02	.14	.72	5.85	1.00	.15	4.3
Oregon.....	2.15	.28	.04	3.15	.32	.11	4.31	.59	.13	2.17	4.97	.82	.13	1.6
Pennsylvania.....	1.16	.36	.29	2.22	.60	.37	2.29	.72	.41	7.49	2.02	1.08	.44	9.1
Rhode Island.....	.59	.52	—	1.45	.68	.01	2.04	.80	.01	4.73	2.18	.92	.01	5.2
South Carolina.....	—	—	—	.21	.05	.01	1.17	.36	.06	.18	1.20	.43	.06	.1
South Dakota.....	.59	.48	—	2.94	.56	—	5.31	.55	.05	1.19	4.76	.55	.07	1.2
Tennessee.....	—	.03	—	.19	.16	.01	1.20	.73	.07	.12	1.36	.74	.08	.1
Texas.....	1.24	.01	—	3.14	.01	—	3.00	( <sup>3</sup> )	.22	.22	2.89	( <sup>3</sup> )	.2	.2
Utah.....	1.79	1.07	.09	4.40	1.64	.14	7.05	2.05	.13	1.74	6.56	2.48	.13	2.6
Vermont.....	1.44	.18	.05	1.75	.21	.07	2.36	.24	.07	2.12	2.69	.42	.10	2.0
Virginia.....	—	.02	—	—	.02	—	.07	.03	.01	.45	.57	.11	.05	.3
Washington.....	2.88	.80	.16	5.04	1.31	.20	6.00	1.27	.24	3.03	6.18	1.11	.22	2.0
West Virginia.....	.04	—	—	1.54	.46	.06	1.63	.79	.08	1.36	1.52	.92	.08	.8
Wisconsin.....	2.90	—	.18	2.89	1.23	.18	3.40	1.50	.18	3.56	4.09	1.76	.19	4.2
Wyoming.....	2.13	.63	.29	2.97	.99	.28	3.18	.91	.24	1.41	3.68	1.09	.22	1.6

<sup>1</sup> Based on total population (estimated by the U. S. Bureau of the Census) as of July 1, 1937, except for 1936 which is based on estimated population as of July 1, 1936.

<sup>2</sup> See footnotes to tables 8-11, 16-19, 28-31, 37, and 38.

<sup>3</sup> Information on status of program not available.

<sup>4</sup> Less than 1 cent.



Table 3.—*Old-age assistance: Amount of payments to recipients, by States and by months, 1930.*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$155,484,361	\$7,036,808	\$7,731,144	\$8,292,206	\$9,206,019	\$9,921,757	\$10,629,602	\$13,108,550	\$14,967,997	\$16,309,462	\$18,025,609	\$19,384,758	\$20,809,849
Alabama.....	929,831	52,803	48,446	17,550	34,861	36,097	89,476	101,394	113,093	118,017	113,436	114,635	115,023
Alaska.....	167,397	12,406	12,107	12,407	13,737	13,737	13,737	14,382	14,382	14,382	16,240	16,240	16,240
Arizona.....	688,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000	49,000
Arkansas.....	898,111	61,874	74,937	83,755	880,444	936,713	902,431	924,293	1,006,128	1,042,018	1,144,201	1,852,690	1,982,822
California.....	15,171,009	953,144	563,669	558,283	384,257	356,112	405,650	440,326	628,312	693,170	693,170	713,102	735,020
Connecticut.....	1,973,937	40,882	40,882	137,204	177,961	224,065	254,359	265,856	254,359	265,856	284,265	286,762	305,529
Delaware.....	125,449	16,017	16,017	16,713	18,697	21,625	27,403	27,403	28,099	30,197	31,405	32,144	32,458
District of Columbia.....	145,413	6,569	6,569	6,569	2,470	6,194	12,072	12,072	14,700	19,937	23,154	29,629	34,734
Florida.....	184,413	6,801	6,070	6,394	13,912	143,874	6,374	6,374	6,000	6,000	6,000	6,000	6,843
Hawaii.....	1,670,318	82,063	82,063	100,486	135,962	143,874	149,386	152,653	174,770	178,967	181,244	182,191	184,404
Idaho.....	5,036,446	245,818	265,388	267,606	257,680	248,108	251,648	256,004	290,353	293,646	317,106	337,446	346,962
Illinois.....	4,780,940	219,445	342,092	376,170	428,455	431,688	430,291	449,398	419,398	418,315	428,037	462,794	496,962
Indiana.....	233,116	1,000	1,000	1,000	1,000	1,000	1,000	99,410	1,769	14,066	35,719	430,568	430,568
Iowa.....	897,783	87,912	100,709	111,514	128,088	132,157	125,125	160,904	168,000	175,084	185,923	192,722	205,499
Kansas.....	1,798,698	642,602	636,435	636,652	650,506	680,857	665,697	698,184	719,252	913,071	1,033,822	1,186,661	1,281,506
Massachusetts.....	5,202,388	166,086	321,159	369,742	408,106	434,780	453,992	476,340	490,162	500,008	517,338	525,606	538,529
Michigan.....	7,617,647	87,840	87,662	132,253	394,423	608,166	715,531	758,554	842,131	916,416	960,856	1,012,304	1,063,961
Minnesota.....	1,171,527	156,656	143,701	137,882	140,969	139,149	138,312	138,312	145,984	145,984	162,722	167,332	173,150
Mississippi.....	4,725,214	47,073	146,761	147,882	140,969	139,149	138,312	138,312	145,984	145,984	162,722	167,332	173,150
Montana.....	3,056,678	698	698	91,805	228,809	275,217	319,073	305,300	314,859	338,878	363,672	394,652	423,520
Nebraska.....	91,800	7,660	7,660	7,660	7,660	7,660	7,660	7,660	7,660	7,660	7,660	7,660	7,660
Nevada.....	672,116	42,860	43,916	45,674	49,433	62,034	65,390	57,006	61,086	63,617	65,663	66,907	68,310
New Hampshire.....	3,345,624	235,856	256,804	240,577	243,140	247,175	262,680	272,314	262,680	311,857	327,302	338,543	351,436
New Jersey.....	227,865	1,253,946	1,255,184	1,253,044	1,262,458	1,202,230	1,207,881	1,218,886	1,255,965	1,273,665	1,360,426	1,475,504	1,548,687
New Mexico.....	15,695,907	1,253,946	1,255,184	1,253,044	1,262,458	1,202,230	1,207,881	1,218,886	1,255,965	1,273,665	1,360,426	1,475,504	1,548,687
New York.....	638,010	1,253,946	1,255,184	1,253,044	1,262,458	1,202,230	1,207,881	1,218,886	1,255,965	1,273,665	1,360,426	1,475,504	1,548,687
North Dakota.....	20,878,220	1,253,946	1,255,184	1,253,044	1,262,458	1,202,230	1,207,881	1,218,886	1,255,965	1,273,665	1,360,426	1,475,504	1,548,687
Ohio.....	2,714,599	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Oklahoma.....	2,188,473	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Oregon.....	11,111,111	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966	86,966
Pennsylvania.....	409,669	16,912	16,912	21,502	23,898	26,602	29,606	33,630	37,514	40,813	45,137	51,906	58,182
Rhode Island.....	7,594,897	10,044	8,457	66,563	75,859	78,631	79,818	940,267	1,177,752	1,262,742	1,336,673	1,405,682	1,475,504
South Dakota.....	7,594,897	10,044	8,457	66,563	75,859	78,631	79,818	940,267	1,177,752	1,262,742	1,336,673	1,405,682	1,475,504
Texas.....	924,523	42,991	46,773	40,226	45,902	45,580	46,118	46,130	46,130	45,937	45,540	45,966	46,996
Utah.....	547,026	236,967	246,380	271,163	306,220	332,725	360,887	388,012	436,284	497,016	528,866	555,844	569,670
Vermont.....	4,772,221	187,468	273,068	359,878	429,532	481,519	517,560	543,865	564,134	584,965	607,241	626,870	640,229
Washington.....	5,816,259	187,468	273,068	359,878	429,532	481,519	517,560	543,865	564,134	584,965	607,241	626,870	640,229
Wisconsin.....	496,482	8,274	9,562	37,004	41,741	43,058	47,037	49,269	51,156	51,651	51,850	52,505	53,375
Wyoming.....	496,482	8,274	9,562	37,004	41,741	43,058	47,037	49,269	51,156	51,651	51,850	52,505	53,375

1 Excludes cost of administration and of hospitalization and burials. Figures not tabulated represent payments by the Social Security Board. Figures italicized partly estimated; represent payments in States administering old-age assistance under State law without Federal participation. States not listed did not administer an old-age assistance program during 1936.

2 No payments made because of change in accounting procedure.

3 Figures available but no payments made.

4 Federal funds not available and no payments made under State law without Federal participation.



tions eligible for Federal grants were administering old-age assistance under plans approved by the Social Security Board.

### ***Aid to Dependent Children***

Before 1936 the State programs for aid to dependent children, or mothers' aid as it was then commonly called, were in general more highly developed than those for old-age assistance. Since February 1936, when Federal grants first became available for aid to dependent children, this type of assistance has expanded rapidly, but the growth has been substantially less than that in the program for the aged. The first State law for aid to dependent children or mothers' aid was passed in Illinois in 1911, and thereafter this form of assistance spread rapidly. Twenty States enacted their first laws for such assistance during the 5 years from 1910 through 1914 and 19 States from 1915 through 1919. Only 7 of the 46 jurisdictions providing such aid in December 1935 had introduced their first mothers' aid legislation after 1919.<sup>11</sup> Since 1936 additional States have enacted or amended laws for aid to dependent children, but a few States continue to administer the program from State and local funds only. Programs for aid to dependent children were in operation in all 51 jurisdictions in December 1939; 9 States (Alaska, Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas) were administering such programs without Federal participation.

### ***Aid to the Blind***

Many of the State programs for aid to the blind were well established long before the Social Security Act became operative. Three States (Illinois, Ohio, and Wisconsin) had enacted laws providing aid to the blind prior to 1910, but further extension of such legislation was distributed over a wide span of years.<sup>12</sup> As in the case of the program for aid to dependent children, that for aid to the blind has less than Nation-wide coverage in Federal, State, and local participation. In December 1939 aid to the blind was provided in 47 States, and in 43 of these under plans approved by the Social Security Board. The 4 States administering aid to the blind without Federal participation are Illinois, Missouri, Nevada, and

Pennsylvania. Three jurisdictions (Alaska, Delaware, and Texas) do not administer aid to the blind; information on the status of the program in Kentucky is not available.

### ***General Relief***

Prior to 1936 the trend of general relief was affected by the creation of the FERA, the operation of the Civil Works Program, and changing economic and seasonal conditions. Although FERA grants to States first were made in May 1933, general relief payments decreased during the summer months of that year. The usual upward trend in the program during the winter months was reversed during the operation of the CWA program from November 1933 to July 1934. After the liquidation of the CWA program, general relief payments increased rapidly until January 1935, the all-time peak month in this program. The abrupt decline thereafter was partly seasonal. It was not until August 1935 that the WPA program, which displaced the work-relief program of the FERA, began to get under way.

Since 1936 the volume of expenditures for general relief payments has at no time been as great as at the beginning of 1933. The lower levels of obligations incurred for payments in 1936 and subsequent years reflect in large part the growth of the WPA program as well as the development of programs for the special types of public assistance and the inauguration, in and after 1938 of benefit payments under State unemployment compensation laws. Before 1938, unemployment benefits were payable only in Wisconsin. There is no doubt, however, that the levels of expenditures for general relief after 1936 would have been higher, despite the development of other programs if there had been no stringency of State and local funds.

### ***Expenditures for Assistance***

The relationships among the four assistance programs and the variations in the continental United States are shown in table 7 and chart 4 in terms of expenditures per inhabitant for assistance payments. Expenditures per inhabitant vary widely among the States. Differences in the extent of Federal participation in the various programs account in part for differences in amounts expended for payments to recipients under the programs. The special types of public

<sup>11</sup> Geddes, Anne E., *Trends in Relief Expenditures, 1910-1935*, Research Monograph X, Works Progress Administration, 1937, p. 3.

<sup>12</sup> *Ibid.*, p. 3.



**Table 9.—Old-age assistance: Amount of payments to recipients, by States and by months, 1937.**  
 [Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b>	\$310,792,090	\$21,667,170	\$22,559,350	\$23,625,849	\$24,385,414	\$24,777,936	\$24,436,068	\$25,829,873	\$26,698,569	\$27,885,117	\$28,640,469	\$29,661,716	\$30,733,959
Alabama	1,558,426	111,909	112,916	114,931	120,103	116,768	123,081	128,703	136,045	138,596	149,067	151,829	151,535
Alaska	195,485	16,101	16,102	16,102	16,102	16,102	16,102	16,102	15,295	15,170	15,880	17,125	19,080
Arizona	708,112	49,000	49,000	49,000	49,000	45,000	45,000	8,738	76,530	88,315	101,998	128,832	128,832
Arkansas	1,850,684	138,414	133,930	133,930	133,930	131,706	131,706	107,000	174,454	174,220	173,528	174,972	176,384
California	8,037,735	2,147,675	2,147,675	2,223,807	2,311,704	2,373,937	2,432,404	2,333,186	2,378,885	2,404,685	2,404,685	3,000,222	3,253,224
Colorado	11,225,374	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572	749,572
Connecticut	4,322,817	32,188	32,188	32,188	32,188	32,188	32,188	32,188	32,188	32,188	32,188	32,188	32,188
Delaware	1,310,927	89,855	97,700	106,251	112,807	127,620	140,746	131,406	63,251	66,033	67,737	70,593	73,244
District of Columbia	2,131,927	89,855	97,700	106,251	112,807	127,620	140,746	131,406	63,251	66,033	67,737	70,593	73,244
Florida	855,485	154,315	154,315	154,315	154,315	154,315	154,315	154,315	154,315	154,315	154,315	154,315	154,315
Georgia	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315	184,315
Hawaii	23,040,109	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234	1,608,234
Idaho	7,290,431	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447	518,447
Illinois	2,901,011	177,692	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289
Iowa	722,834	154,883	178,988	202,322	248,491	314,704	353,748	389,102	29,917	104,679	159,897	207,275	231,080
Kansas	3,757,995	182,530	182,530	182,530	182,530	182,530	182,530	182,530	182,530	182,530	182,530	182,530	182,530
Kentucky	2,646,176	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385	70,385
Louisiana	597,199	69,758	71,675	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081
Maine	2,911,000	217,122	290,337	291,478	223,068	234,431	239,230	247,861	254,410	259,641	267,273	275,628	283,681
Maryland	9,241,672	1,357,603	1,434,809	1,533,886	1,520,109	1,644,884	1,850,983	1,925,476	1,646,677	1,676,110	1,709,711	1,709,711	1,812,081
Massachusetts	9,470,304	554,706	568,089	568,089	568,089	568,089	568,089	568,089	568,089	568,089	568,089	568,089	568,089
Michigan	14,103,123	1,074,858	1,100,165	1,131,543	1,163,923	1,180,883	1,198,987	1,208,271	1,215,348	1,215,348	1,215,348	1,215,348	1,215,348
Minnesota	8,335,104	71,671	62,095	62,095	62,095	62,095	62,095	62,095	62,095	62,095	62,095	62,095	62,095
Mississippi	2,501,031	177,692	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289	181,289
Missouri	5,084,666	442,335	459,700	476,094	482,861	486,541	484,344	354,540	350,361	343,609	355,710	383,235	429,313
Montana	161,350	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Nebraska	901,345	69,758	71,675	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081	72,081
New Hampshire	4,876,833	303,145	372,264	382,939	391,930	398,068	401,050	408,019	412,845	421,216	431,970	442,855	453,132
New Jersey	25,597,873	1,632,036	1,709,126	1,808,153	2,091,132	2,133,144	2,179,718	2,200,260	2,200,260	2,200,260	2,200,260	2,200,260	2,200,260
New Mexico	703,333	102,081	105,283	107,735	110,595	112,225	114,172	115,088	115,088	115,088	115,088	115,088	115,088
North Carolina	27,842,628	2,443,338	2,385,016	2,307,290	2,346,040	2,323,774	2,313,962	2,313,962	2,313,962	2,313,962	2,313,962	2,313,962	2,313,962
North Dakota	1,300,616	102,081	105,283	107,735	110,595	112,225	114,172	115,088	115,088	115,088	115,088	115,088	115,088
Ohio	2,784,628	244,338	244,338	244,338	244,338	244,338	244,338	244,338	244,338	244,338	244,338	244,338	244,338
Oklahoma	3,239,178	255,683	255,683	255,683	255,683	255,683	255,683	255,683	255,683	255,683	255,683	255,683	255,683
Oregon	1,474,163	102,081	105,283	107,735	110,595	112,225	114,172	115,088	115,088	115,088	115,088	115,088	115,088
Pennsylvania	384,158	59,578	64,178	67,934	72,081	76,362	80,700	83,554	88,749	91,017	94,371	99,132	101,529
Rhode Island	384,158	59,578	64,178	67,934	72,081	76,362	80,700	83,554	88,749	91,017	94,371	99,132	101,529
South Carolina	2,034,745	205,896	239,762	199,470	172,686	79,338	80,195	76,901	80,317	83,902	75,574	113,981	145,774
South Dakota	541,399	1,353,420	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240
Texas	19,351,478	1,353,420	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240	1,097,240
Vermont	2,670,332	141,498	141,498	141,498	141,498	141,498	141,498	141,498	141,498	141,498	141,498	141,498	141,498
Washington	8,258,054	590,023	608,217	621,392	634,242	651,596	668,021	693,722	725,449	752,449	782,449	804,312	820,586
West Virginia	2,578,929	196,922	137,438	249,969	249,969	249,969	249,969	249,969	249,969	249,969	249,969	249,969	249,969
Wisconsin	8,469,055	652,919	667,633	680,745	690,477	696,873	702,623	709,483	717,117	724,555	731,608	738,071	743,071
Wyoming	697,744	54,115	55,295	56,156	56,777	57,990	58,869	59,423	59,869	60,317	60,765	61,213	61,661

1 Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering old-age assistance under State law without Federal participation. Virginia did not administer an old-age assistance program during 1937.

\* Federal funds available but no payments made.

\* No payments made because of change in accounting procedure.



assistance in States with approved plans are financed in part from Federal funds. Since there is no Federal participation in financing general relief, the fiscal burden of this program rests entirely on the States and localities, and in 12 States on the localities alone.<sup>13</sup>

### Special Types of Public Assistance

For the calendar year 1939 the amount expended for old-age assistance ranged from 57 cents per inhabitant in Virginia, where the program was still in an early stage of development, to \$12.91 in Colorado. Rates for aid to dependent children for the calendar year ranged from less than 1 cent per inhabitant in Mississippi and Texas, which do not have approved plans for aid to dependent children, to \$2.48 in Utah. In addition to Mississippi and Texas, six other States (Connecticut, Illinois, Iowa, Kentucky, Nevada, and South Dakota) administer aid to dependent children without Federal participation. Expenditures per inhabitant for aid to dependent children in each of these six States were considerably less than the amount for the continental United States. Expenditures for assistance payments to the blind during the calendar year 1939 ranged from 1 cent per inhabitant in Rhode Island to 61 cents in California. The plan for aid to the blind in Rhode Island was approved in January 1940; at that time Federal funds were made available retroactively from July 1, 1939.

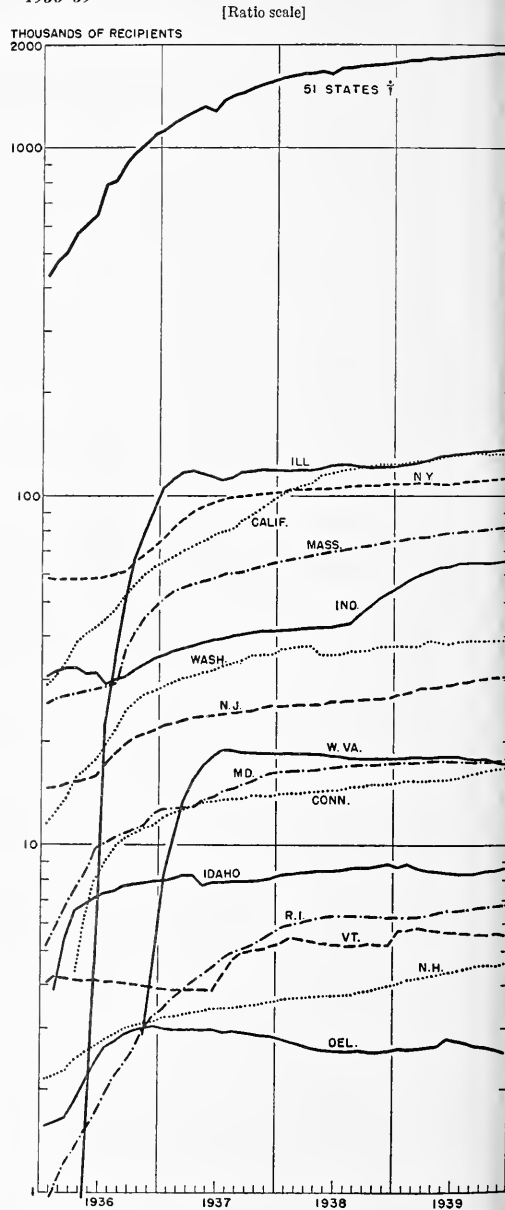
### General Relief

For the general relief program, which is financed from State and/or local funds only, expenditures during 1939 ranged from 3 cents per inhabitant in Mississippi to \$9.46 in New York.

Although there is no objective basis for determining the relative needs for the various types of assistance, the marked differences between the expenditures per inhabitant for old-age assistance and those for aid to dependent children, aid to the blind, and general relief tend to indicate that the greatest emphasis has been placed on the program for old-age assistance. In 39 of the 49 States, expenditures per inhabitant for old-age assistance were larger than for general relief. In every State the rate of expenditure for old-age assistance was

higher than that for aid to dependent children, and in 28 States it exceeded that for the other types of assistance combined.

Chart 5.—Old-age assistance: Trend in number of recipients in the United States and in selected States, 1936-39



†Includes District of Columbia, Alaska, and Hawaii.

<sup>13</sup> For more detailed information on sources of funds for the 4 assistance programs, see "Sources of Funds Expended for the Special Types of Public Assistance and General Relief in 1938-39," *Social Security Bulletin*, Vol. 3, No. 1 (January 1940), pp. 65-72.



## Trends in Recipients of Special Types of Public Assistance

The series of curves in charts 5, 6, and 7 show for the United States and for selected States the number of recipients of old-age assistance and aid to the blind and the number of families receiving aid to dependent children for the period January 1936 through December 1939. The curves illustrate the fact that underlying the composite curve for the United States there is great variation from State to State. This variation emphasizes the necessity for analyzing the factors which influence the trend in the number of recipients in each State in order to interpret the trend for the country as a whole.

### Factors Influencing Trends

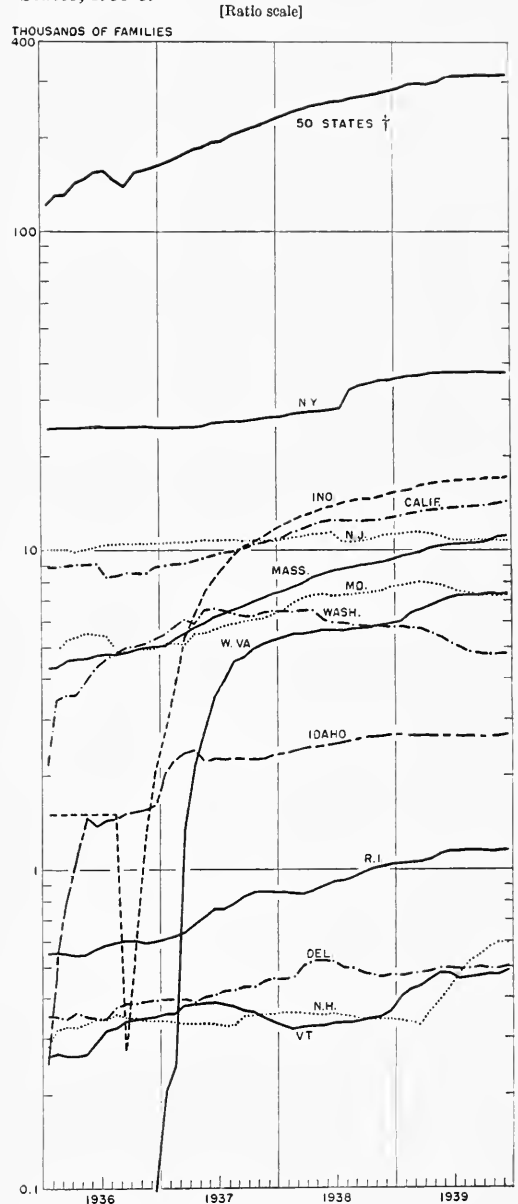
The trend in the programs for the special types of public assistance was generally upward during the years 1936-39. Examination of charts 5, 6, and 7 reveals, however, that this continuous upward trend was not characteristic of all State programs. Among the factors which have influenced the trends in the number of recipients in each State are the stage of development of programs under the State law at the time Federal funds became available, the availability of Federal grants, the extent and adequacy of appropriations from State or State and local funds, and State policies and procedures.

The stage of development of programs under State laws when Federal funds became available is the most important factor influencing the subsequent trend in the number of persons assisted. The States in which the number of recipients increased most rapidly are those in which assistance was not administered or in which only small numbers of persons were aided before the program came under the Social Security Act. The old-age assistance curves for Connecticut, Idaho, Illinois, and West Virginia are very steep for the initial months of operation under approved plans. In only two of these States were payments for such assistance made under a State law prior to approval of a State plan, and in these States (Idaho and Illinois) the number of recipients was small.

The trends in the number of recipients of aid to dependent children and aid to the blind in Idaho and West Virginia and in the number of recipients

of aid to the blind in New Hampshire illustrate the same situation. Prior to the approval of the State plans, West Virginia was not administering

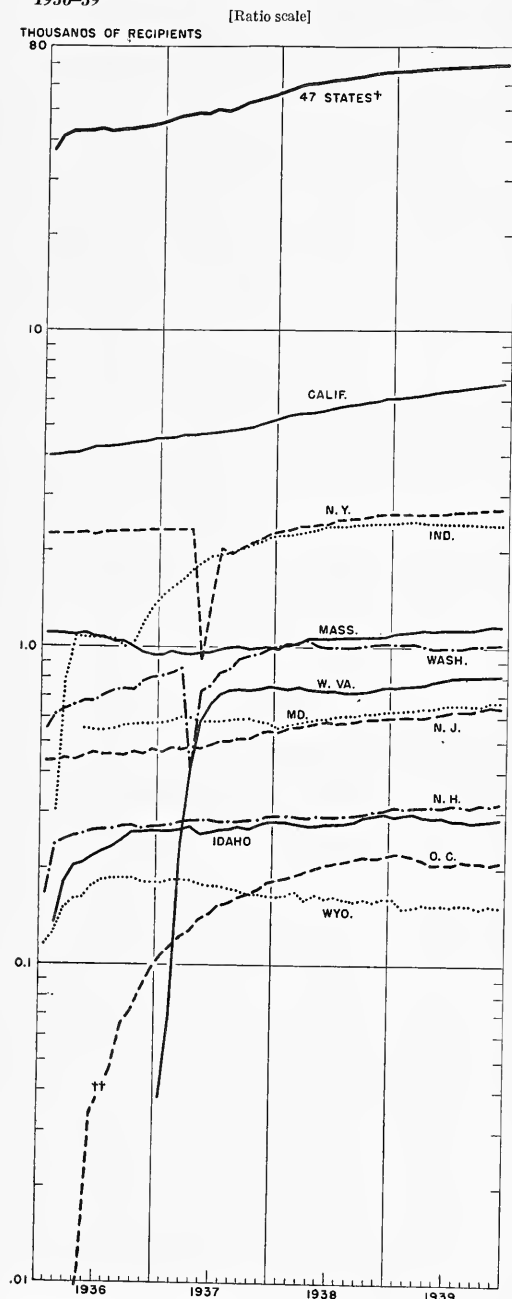
Chart 6.—Aid to dependent children: Trend in number of families aided in the United States and in selected States, 1936-39



†Includes District of Columbia and Hawaii.



Chart 7.—Aid to the blind: Trend in number of recipients in the United States and in selected States, 1936–39



aid to dependent children or aid to the blind and in Idaho the numbers of recipients were small. Under the program for aid to the blind in New Hampshire, only a small number received assistance prior to the availability of Federal funds under an approved plan.

In States in which substantial case loads were carried over from previously existing programs the growth in the number of recipients was less rapid. The curves for all three programs in California, Massachusetts, and New York, for old-age assistance and aid to dependent children in Indiana and New Hampshire, for old-age assistance and aid to the blind in New Jersey, and for aid to dependent children and aid to the blind in Maryland illustrate this point; the same effect is evident in the trends shown for aid to dependent children in Delaware, Rhode Island, and Vermont. In Indiana, which first received Federal funds for old-age assistance and aid to the blind in April 1936 and for aid to dependent children in September 1936, recipients under the previous State laws were required to reapply for aid. Thus in this State first emphasis was placed upon reinvestigation of cases carried over rather than upon investigation of new applications; as a result, the number of recipients decreased during the first few months of operation under the Social Security Act.

### Impetus of Social Security Act

The availability of Federal grants to the States since February 1936 has been the primary impetus behind the development in coverage and liberalization of State programs for old-age assistance, aid to dependent children, and aid to the blind. The requirement of the Social Security Act that a State plan must be in effect in all political subdivisions has broadened the geographical coverage in a number of States in which previous laws were not State-wide in operation.

Many of the State laws under which payments were made prior to approval of plans by the Social Security Board and receipt of Federal grants have been liberalized with respect to eligibility requirements. In most of the States which set the age limit for eligibility for old-age assistance at 70 years under prior State laws, the limit was lowered to 65 years when their plans were submitted for approval.<sup>14</sup>

<sup>14</sup> In December 1939, 3 States (Missouri, New Hampshire, and Pennsylvania) still maintained an age limit of 70 years. The limit in these States was reduced to 65 years as of Jan. 1, 1940.



Table 10.—Old-age assistance: Amount of payments to recipients, by States and by months, 1938<sup>1</sup>  
[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b>	\$392,940,054	\$31,227,455	\$31,443,867	\$31,821,575	\$32,115,413	\$32,394,745	\$32,323,431	\$32,875,578	\$32,965,264	\$33,310,443	\$33,676,492	\$34,032,132	\$34,792,429
Alabama.....	1,829,548	155,544	156,527	159,473	158,797	151,932	151,925	150,892	149,184	144,154	140,803	130,060	151,297
Alaska.....	20,280	21,245	22,145	22,492	23,492	24,697	25,892	27,100	27,726	28,231	28,736	28,791	28,656
Arizona.....	1,917,979	135,605	140,326	146,415	152,245	156,399	159,867	163,305	166,898	169,483	171,510	174,630	177,735
Arkansas.....	1,303,563	101,337	103,588	106,044	108,636	111,300	113,964	116,628	119,292	121,956	124,620	127,284	129,948
California.....	4,322,560	3,428,527	3,434,527	3,440,527	3,446,527	3,452,527	3,458,527	3,464,527	3,470,527	3,476,527	3,482,527	3,488,527	3,494,527
Colorado.....	12,707,603	1,370,992	1,412,663	1,454,334	1,496,005	1,537,676	1,579,347	1,621,018	1,662,689	1,704,360	1,746,031	1,787,702	1,829,373
Connecticut.....	4,595,516	372,889	396,216	419,543	442,866	466,189	489,512	512,835	536,158	559,481	582,804	606,127	629,450
Delaware.....	30,444	29,894	29,894	29,894	29,894	29,894	29,894	29,894	29,894	29,894	29,894	29,894	29,894
District of Columbia.....	957,285	75,344	77,152	78,960	80,768	82,576	84,384	86,192	88,000	89,808	91,616	93,424	95,232
Florida.....	5,160,901	394,452	406,866	422,451	438,036	453,621	469,206	484,791	500,376	515,961	531,546	547,131	562,716
Georgia.....	3,414,340	292,991	299,503	306,015	312,527	319,039	325,551	332,063	338,575	345,087	351,599	358,111	364,623
Hawaii.....	2,255,592	21,459	19,674	17,889	16,104	14,319	12,534	10,749	8,964	7,179	5,394	3,609	1,824
Idaho.....	2,213,112	178,046	179,833	181,620	183,407	185,194	186,981	188,768	190,555	192,342	194,129	195,916	197,703
Illinois.....	26,330,190	2,085,722	2,073,577	2,061,432	2,049,287	2,037,142	2,024,997	2,012,852	2,000,707	1,988,562	1,976,417	1,964,272	1,952,127
Indiana.....	8,846,895	673,593	677,831	682,069	686,307	690,545	694,783	699,021	703,259	707,497	711,735	715,973	720,211
Iowa.....	11,335,912	890,174	899,826	909,458	919,090	928,722	938,354	947,986	957,618	967,250	976,882	986,514	996,146
Kansas.....	4,371,711	298,771	317,069	335,367	353,665	371,963	390,261	408,559	426,857	445,155	463,453	481,751	500,049
Kentucky.....	3,575,866	243,424	247,044	250,664	254,284	257,904	261,524	265,144	268,764	272,384	276,004	279,624	283,244
Louisiana.....	2,325,862	194,462	198,082	201,702	205,322	208,942	212,562	216,182	219,802	223,422	227,042	230,662	234,282
Maine.....	2,203,641	12,408	14,076	15,744	17,412	19,080	20,748	22,416	24,084	25,752	27,420	29,088	30,756
Maryland.....	3,558,049	287,600	290,487	293,374	296,261	299,148	302,035	304,922	307,809	310,696	313,583	316,470	319,357
Massachusetts.....	22,668,373	1,825,477	1,866,860	1,910,288	1,953,716	1,997,144	2,040,572	2,083,999	2,127,427	2,170,855	2,214,283	2,257,711	2,301,139
Michigan.....	1,922,843	1,357,685	1,322,480	1,333,572	1,304,494	1,283,105	1,261,716	1,240,327	1,218,938	1,197,549	1,176,160	1,154,771	1,133,382
Minnesota.....	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570	1,237,570
Mississippi.....	1,483,147	1,058,223	1,064,961	1,071,699	1,078,437	1,085,175	1,091,913	1,098,651	1,105,389	1,112,127	1,118,865	1,125,603	1,132,341
Missouri.....	2,977,479	237,435	240,083	242,731	245,379	248,027	250,675	253,323	255,971	258,619	261,267	263,915	266,563
Montana.....	5,039,240	438,519	443,905	449,291	454,677	460,063	465,449	470,835	476,221	481,607	486,993	492,379	497,765
Nebraska.....	619,827	42,977	46,325	49,673	53,021	56,369	59,717	63,065	66,413	69,761	73,109	76,457	79,805
Nevada.....	1,030,904	81,727	82,735	83,743	84,751	85,759	86,767	87,775	88,783	89,791	90,799	91,807	92,815
New Hampshire.....	5,860,900	458,388	465,270	472,152	479,034	485,916	492,798	499,680	506,562	513,444	520,326	527,208	534,090
New Jersey.....	5,648,901	473,139	480,021	486,903	493,785	500,667	507,549	514,431	521,313	528,195	535,077	541,959	548,841
New Mexico.....	30,550,282	2,401,159	2,400,909	2,400,659	2,400,409	2,400,159	2,400,000	2,400,000	2,400,000	2,400,000	2,400,000	2,400,000	2,400,000
New York.....	3,228,465	268,233	277,356	286,479	295,602	304,725	313,848	322,971	332,094	341,217	350,340	359,463	368,586
North Carolina.....	1,564,085	128,933	129,342	129,751	130,160	130,569	130,978	131,387	131,796	132,205	132,614	133,023	133,432
North Dakota.....	30,015,253	2,384,419	2,405,224	2,426,039	2,446,854	2,467,669	2,488,484	2,509,299	2,530,114	2,550,929	2,571,744	2,592,559	2,613,374
Ohio.....	12,205,874	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154	1,019,154
Oklahoma.....	2,324,730	194,547	198,082	201,617	205,152	208,687	212,222	215,757	219,292	222,827	226,362	229,897	233,432
Pennsylvania.....	2,388,441	197,465	198,082	201,617	205,152	208,687	212,222	215,757	219,292	222,827	226,362	229,897	233,432
Rhode Island.....	1,388,441	107,869	109,933	112,000	114,067	116,134	118,201	120,268	122,335	124,402	126,469	128,536	130,603
South Carolina.....	2,192,953	164,370	186,368	201,278	216,186	231,094	246,002	260,910	275,818	290,726	305,634	320,542	335,450
South Dakota.....	3,674,745	261,081	276,196	288,510	301,824	315,138	328,452	341,766	355,080	368,394	381,708	395,022	408,336
Tennessee.....	3,468,540	285,848	291,000	296,152	301,304	306,456	311,608	316,760	321,912	327,064	332,216	337,368	342,520
Texas.....	1,678,785	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039	1,305,039
Utah.....	3,902,731	305,039	312,736	320,432	328,128	335,824	343,520	351,216	358,912	366,608	374,304	382,000	389,696
Vermont.....	197,465	164,370	164,370	164,370	164,370	164,370	164,370	164,370	164,370	164,370	164,370	164,370	164,370
Virginia.....	9,951,937	851,943	865,598	882,890	899,271	915,652	932,033	948,414	964,795	981,176	997,557	1,013,938	1,030,319
Washington.....	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864	259,864
West Virginia.....	3,038,792	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129	260,129
Wisconsin.....	9,948,965	762,480	774,702	786,924	799,146	811,368	823,590	835,812	848,034	860,256	872,478	884,700	896,922
Wyoming.....	740,795	60,259	60,797	61,335	61,873	62,411	62,949	63,487	64,025	64,563	65,101	65,639	66,177

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering old-age assistance under plans approved by the Social Security Board. Figure italicized represents payments under State law without Federal participation.

<sup>2</sup> No payments made because of change in accounting procedure.



Table 11.—Old-age assistance: Amount of payments to recipients, by States and by months, 1939<sup>1</sup>

(Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b>	<b>\$81,327,511</b>	<b>\$85,076,750</b>	<b>\$85,192,045</b>	<b>\$85,250,410</b>	<b>\$85,366,068</b>	<b>\$85,250,226</b>	<b>\$85,858,372</b>	<b>\$86,247,753</b>	<b>\$86,438,564</b>	<b>\$86,572,556</b>	<b>\$86,388,677</b>	<b>\$86,692,308</b>	<b>\$86,872,772</b>
Alabama	1,917,283	150,217	150,732	151,369	153,141	153,673	154,273	161,255	163,502	157,586	174,557	173,770	173,288
Alaska	3,467,429	222,280	222,346	222,290	222,457	222,470	222,658	222,419	18,978	18,667	18,882	18,953	19,634
Arizona	2,315,330	177,924	180,091	182,055	186,162	188,792	192,786	196,666	197,636	200,314	202,332	204,770	206,016
Arkansas	1,248,151	103,577	101,887	101,287	101,322	101,188	101,711	102,698	103,198	103,643	107,882	109,310	110,211
California	51,344,208	4,080,368	4,142,517	4,174,007	4,203,897	4,247,670	4,281,723	4,307,177	4,334,366	4,371,448	4,376,981	4,407,283	4,416,731
Colorado	18,830,702	1,214,514	1,112,487	1,038,944	1,085,164	1,013,178	1,094,983	1,256,665	1,423,308	1,117,010	1,286,749	1,250,272	1,436,515
Connecticut	5,043,156	410,226	372,669	413,311	400,126	404,136	424,443	432,581	432,308	425,808	446,749	438,196	456,143
Delaware	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300	83,300
District of Columbia	496,502	482,292	492,306	500,540	512,670	522,702	529,447	484,267	446,364	431,523	427,623	424,653	423,393
Florida	5,660,280	432,479	432,894	433,309	433,035	430,359	431,039	431,173	431,833	432,398	433,661	434,653	435,962
Georgia	2,710,541	212,280	212,346	212,290	212,457	212,470	212,658	212,419	18,978	18,667	18,882	18,953	19,634
Hawaii	2,222,004	177,924	180,091	182,055	186,162	188,792	192,786	196,666	197,636	200,314	202,332	204,770	206,016
Idaho	30,715,902	2,330,404	2,277,045	2,311,692	2,457,895	2,467,801	2,486,729	2,510,328	2,531,828	2,553,328	2,574,828	2,596,328	2,617,828
Indiana	12,949,545	926,436	926,436	926,436	926,436	926,436	926,436	926,436	926,436	926,436	926,436	926,436	926,436
Iowa	12,497,441	1,007,640	1,011,369	1,015,762	1,021,949	1,027,136	1,033,323	1,039,510	1,045,697	1,051,884	1,058,071	1,064,258	1,070,445
Kansas	4,397,216	445,264	453,680	456,983	442,133	430,128	428,130	426,132	424,134	422,136	420,138	418,140	416,142
Kentucky	4,696,488	387,651	388,388	390,102	390,114	389,872	389,656	389,439	389,222	389,005	388,788	388,571	388,354
Kentucky	4,696,488	387,651	388,388	390,102	390,114	389,872	389,656	389,439	389,222	389,005	388,788	388,571	388,354
Louisiana	3,078,120	241,250	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395
Maine	3,078,120	241,250	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395	240,395
Maryland	3,682,890	304,138	304,370	305,204	305,868	306,097	307,768	306,384	306,971	307,558	308,145	308,732	309,319
Massachusetts	27,003,108	2,147,664	2,177,207	2,202,048	2,210,708	2,207,473	2,235,205	2,241,350	2,265,917	2,278,300	2,303,664	2,318,475	2,333,897
Michigan	15,530,289	1,206,453	1,203,986	1,233,434	1,281,451	1,349,859	1,369,425	1,358,038	1,339,896	1,319,844	1,302,025	1,288,061	1,275,814
Minnesota	16,101,035	1,341,109	1,350,582	1,360,208	1,368,752	1,377,980	1,372,323	1,373,892	1,373,707	1,373,707	1,373,707	1,373,707	1,373,707
Mississippi	720,400	580,730	580,730	580,730	580,730	580,730	580,730	580,730	580,730	580,730	580,730	580,730	580,730
Missouri	17,120,400	1,380,730	1,377,870	1,385,869	1,397,489	1,404,641	1,411,102	1,417,563	1,424,024	1,430,485	1,436,946	1,443,407	1,449,868
Montana	2,715,558	250,004	260,144	260,689	267,450	267,715	267,205	268,862	269,417	269,972	270,527	271,082	271,637
Nebraska	5,125,087	473,033	475,546	487,258	423,842	417,861	419,558	422,022	424,161	395,353	394,526	395,017	427,480
Nevada	1,701,005	56,394	56,662	57,127	57,716	57,872	58,585	58,994	59,355	59,627	59,988	60,349	60,710
New Hampshire	1,210,973	94,519	96,714	98,566	99,794	101,005	102,584	103,830	105,308	106,552	107,660	108,768	109,876
New Jersey	6,926,616	529,745	544,028	553,276	557,838	563,659	568,926	580,321	587,491	590,656	606,705	614,665	620,116
New Mexico	32,447,481	2,707,741	2,669,638	2,722,195	2,681,288	2,619,935	2,567,816	2,631,432	2,664,210	2,675,180	2,762,347	2,828,148	2,887,548
North Carolina	3,898,571	307,718	307,963	307,963	300,347	311,028	312,535	332,757	337,190	340,822	343,306	346,782	349,758
North Dakota	1,757,619	137,705	139,092	140,948	141,991	143,692	144,265	146,321	147,889	150,156	152,478	155,454	157,678
Oklahoma	11,890,893	927,511	927,511	927,511	927,511	927,511	927,511	927,511	927,511	927,511	927,511	927,511	927,511
Oregon	5,105,111	401,035	401,035	401,035	401,035	401,035	401,035	401,035	401,035	401,035	401,035	401,035	401,035
Pennsylvania	20,601,293	1,880,786	1,872,394	1,644,209	1,541,172	1,451,389	1,776,054	1,790,265	1,733,142	1,743,474	1,724,091	1,719,916	1,706,431
Rhode Island	1,484,044	117,063	117,409	117,961	119,467	121,720	123,850	125,981	128,112	130,243	132,374	134,505	136,636
South Carolina	2,253,499	177,322	182,725	189,771	191,562	191,371	204,334	201,711	197,902	191,677	182,318	174,880	167,916
South Dakota	1,859,429	147,322	147,322	147,322	147,322	147,322	147,322	147,322	147,322	147,322	147,322	147,322	147,322
Tennessee	3,629,491	293,925	293,925	293,925	293,925	293,925	293,925	293,925	293,925	293,925	293,925	293,925	293,925
Texas	17,859,941	1,571,346	1,582,263	1,595,714	1,619,744	1,644,599	1,671,704	1,659,019	1,676,359	1,693,699	1,711,039	1,728,379	1,745,719
Utah	3,406,123	274,270	277,280	279,164	280,357	281,651	283,008	284,365	285,722	287,079	288,436	289,793	291,150
Vermont	1,030,120	82,774	85,529	87,211	88,742	89,583	90,424	91,265	92,106	92,947	93,788	94,629	95,470
Virginia	1,549,637	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509
Washington	2,538,474	204,178	204,178	204,178	204,178	204,178	204,178	204,178	204,178	204,178	204,178	204,178	204,178
West Virginia	1,549,637	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509	121,509
Wisconsin	11,974,944	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932	923,932
Wyoming	863,700	66,268	66,504	67,410	68,489	69,086	73,916	73,562	74,451	74,797	75,608	76,320	77,220

<sup>1</sup> From Federal, State, and local funds under plans approved by the Social Security Board; excludes cost of administration and of hospitalization and burials.



The curves in chart 5 depicting rates of change in the number of recipients of old-age assistance in four States reflect the reduction of the age limit during the period covered. In New Jersey the age limit was reduced from 70 to 65 years in June 1936. The number of recipients in Massachusetts increased sharply subsequent to September 1936 when the age limit was reduced from 70 to 65 years. The same effect is discernible in the curve for New York beginning with October 1936. In Indiana a reduction of the age limit from 70 to 65 years went into effect in July 1938, and the curve moved upward more rapidly after a lag of 2 months.

Many of the State laws providing assistance to

dependent children were mothers'-pension laws under which aid was given only to mothers of dependent children. Under plans approved by the Social Security Board, aid is granted in behalf of dependent children living with other persons within the wider degrees of relationship specified in the Social Security Act.

In addition, many States now require as a condition of eligibility for each program a shorter period of residence than formerly.

### Availability of Funds

The extent and adequacy of appropriations from State or from State and local funds likewise influence the development of the programs. The

Table 12.—Old-age assistance: Recipients, by States and by months, 1936<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	430,601	473,740	506,183	572,476	608,239	651,617	789,241	808,055	899,852	974,164	1,036,472	1,107,649
Alabama	5,615	6,239	4,390	5,890	5,932	8,353	9,614	10,523	10,594	10,492	10,619	10,733
Alaska	618	518	618	560	550	560	561	561	561	573	573	573
Arizona	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960	1,960
Arkansas	11,167	11,506	11,728	12,228	12,148	9,892	9,792	10,909	13,239	14,179	14,139	14,277
California	29,062	30,941	34,110	38,504	40,576	42,718	44,905	47,951	52,142	55,456	59,788	63,172
Colorado	20,823	21,210	21,623	21,679	21,632	21,267	22,180	23,152	24,119	25,127	25,793	26,586
Connecticut				4,345	6,289	7,949	9,065	10,020	10,567	10,905	11,374	11,619
Delaware	1,571	1,609	1,606	1,844	2,113	2,398	2,652	2,768	2,899	2,982	3,034	3,057
District of Columbia			24	69	236	478	0	580	789	977	1,174	1,378
Florida										4,287	5,821	7,237
Hawaii	538	535	565	566	573	579	584	584	580	583	587	595
Idaho		3,824	5,341	6,446	6,782	7,073	7,234	7,366	7,632	7,750	7,804	7,913
Illinois				555	1,166	4,486	22,286	35,080	49,762	66,167	78,606	93,230
Indiana	30,594	31,893	32,595	32,445	31,246	31,576	29,132	30,158	30,589	32,227	33,597	34,740
Iowa	16,061	23,964	26,024	29,637	29,645	29,584	29,297	28,844	28,701	29,240	29,404	29,442
Kentucky	100	100	100	100	100	100	0	238	1,539	3,738	6,218	11,522
Louisiana						9,156	9,412	9,649	9,066	10,099	12,010	12,891
Maine		0	0	0	480	1,057	2,269	3,341	4,002		3,984	3,934
Maryland	5,140	5,860	6,699	7,499	8,354	9,797	10,127	10,543	10,905	11,231	11,668	12,452
Massachusetts	25,759	26,680	27,044	27,475	27,945	28,334	28,764	29,314	30,514	41,937	45,537	48,787
Michigan	16,560	19,297	22,276	24,814	26,519	27,697	29,015	29,822	30,588	31,555	32,007	32,705
Minnesota	6,241	6,217	8,448	22,226	33,037	38,813	42,861	45,379	49,246	51,478	53,884	56,463
Mississippi	20,577	21,683	23,549	10,142	11,936	14,325	15,467	16,299	16,486	16,623	16,621	17,892
Missouri	2,242	16,057	15,988	15,745	15,525	15,449	48,817	48,668	48,158	54,594	56,655	58,251
Montana					986	1,832	3,893	6,075	7,233	7,798	8,251	
Nebraska		147	8,311	15,110	18,721	20,000	21,054	21,487	22,728	23,320	23,776	24,420
Nevada	469	469	469	469	469	469	469	469	469	469	469	469
New Hampshire	2,138	2,209	2,277	2,437	2,551	2,607	2,798	2,888	2,992	3,050	3,099	3,176
New Jersey	14,716	14,807	15,146	15,507	15,592	15,904	17,216	18,504	19,634	20,432	21,040	21,681
New Mexico				0	207	757	929	1,397	2,568	2,726	2,777	2,830
New York	58,340	57,931	58,064	57,908	58,213	58,662	59,005	60,289	60,822	65,176	68,920	72,320
North Dakota				227	227	2,293	3,793	4,700	5,430	5,860	6,080	6,269
Ohio	85,227	85,128	84,926	85,957	86,450	86,037	87,925	90,982	90,875	96,565	98,531	99,434
Oklahoma				32,434	36,805	41,093	41,960	0	36,821	38,443	40,664	43,676
Oregon	7,719	7,697	7,681	8,396	8,323	9,459	10,317	11,014	11,393	11,632	11,801	11,982
Pennsylvania	39,453	39,621	39,479	39,479	40,191	39,763	44,042	47,929	48,010	52,451	56,730	62,036
Rhode Island	894	1,052	1,217	1,358	1,518	1,695	1,935	2,189	2,384	2,619	3,009	3,342
South Dakota									3,282	3,738	4,262	4,781
Texas							59,495	75,069	80,618	85,836	88,702	92,295
Utah	1,260	951	3,544	4,005	4,202	4,313	4,297	4,262	4,560	4,909	5,106	5,294
Vermont	4,061	4,239	4,199	4,153	4,113	4,090	4,090	4,096	4,065	4,030	4,002	3,967
Washington	11,628	12,592	13,799	15,671	16,636	17,757	19,674	21,584	24,349	25,990	27,262	27,915
West Virginia									0	2,875	2,875	4,781
Wisconsin	10,962	16,117	21,105	24,707	27,318	29,166	30,075	31,118	31,985	32,821	33,452	33,992
Wyoming	702	724	1,570	1,873	1,959	2,238	2,351	2,458	2,503	2,504	2,527	2,557

<sup>1</sup> Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering old-age assistance under State law without Federal participation. States not listed did not administer an old-age assistance program during 1936.

<sup>2</sup> No payments made because of change in accounting procedure.

<sup>3</sup> Federal funds available but no payments made.

<sup>4</sup> Federal funds not available and no payments made under State law without Federal participation.



decline in the number of recipients of old-age assistance in Illinois from April through July 1937 is attributable to the limitation of State funds available at the end of the fiscal year, and the rise thereafter is accounted for by an increased State appropriation. In West Virginia the number of recipients of old-age assistance increased rapidly during the first months of operation under a plan approved by the Social Security Board and by July 1937 had reached the maximum attainable within the limits of available State funds. Reinvestigation of recipients resulted in a very gradual decline in the period subsequent to July 1937. The downward movement of the curves

for old-age assistance and aid to dependent children in Delaware during most of the fiscal year 1937-38 and the tendency to level off in the latter half of the calendar year 1938 are attributable to limitations of the State appropriation

### *Influence of State Policies and Procedures*

The curves for old-age assistance in Idaho for old-age assistance, aid to dependent children and aid to the blind in Washington, and for aid to the blind in the District of Columbia, illustrate the impact of changes in State procedures and policies upon the number of recipients.

In May 1937 Idaho notified recipients of old-

**Table 13.—Old-age assistance: Recipients, by States and by months, 1937<sup>1</sup>**

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,151,022	1,200,839	1,257,336	1,297,417	1,328,509	1,291,741	1,393,346	1,433,806	1,468,878	1,504,910	1,543,397	1,579,368
Alabama	10,686	10,799	10,885	10,553	10,737	11,408	11,937	12,374	12,521	13,128	13,637	13,688
Alaska	699	599	699	699	598	698	566	574	574	577	612	1,968
Arizona	1,960	1,960	1,960	1,960	1,960	1,960	349	3,021	3,021	3,021	3,021	5,111
Arkansas	15,316	15,158	14,994	14,808	14,682	14,556	18,397	19,192	19,157	19,052	19,187	19,283
California	65,755	68,034	70,731	73,691	75,735	78,217	80,286	81,782	85,867	89,253	93,219	97,490
Colorado	27,099	27,709	28,236	28,614	28,819	28,991	29,194	29,115	26,913	30,279	32,518	34,290
Connecticut	12,208	12,576	12,834	13,083	13,365	13,547	13,719	13,793	13,882	14,045	14,066	14,131
Delaware	3,011	2,998	2,996	3,000	2,996	3,001	2,996	2,996	2,996	2,996	2,996	2,996
District of Columbia	1,604	1,756	1,964	2,135	2,325	2,452	2,454	2,592	2,716	2,760	2,840	2,931
Florida	8,284	8,975	9,563	9,948	10,542	10,912	10,759	11,782	14,278	17,413	20,027	22,594
Georgia							5,002	8,872	12,171	16,338	19,804	22,286
Hawaii	594	594	598	596	598	598	1,167	1,233	1,319	1,342	1,357	1,412
Idaho	7,989	8,104	8,231	8,261	7,722	7,872	7,862	7,632	7,944	7,972	8,023	8,123
Illinois	106,715	113,093	119,073	120,317	118,300	115,500	112,607	114,539	119,100	120,195	121,759	121,006
Indiana	35,417	36,377	37,069	37,855	38,672	39,218	39,829	40,372	40,816	41,239	41,575	41,887
Iowa	29,977	30,776	32,243	33,080	35,333	36,595	37,871	39,746	40,863	42,090	43,349	44,086
Kansas								2,565	6,440	9,139	11,312	13,554
Kentucky	15,440	17,812	20,164	24,887	31,601	35,651	38,816	40,789	40,517	40,299	36,308	35,500
Louisiana	13,758	15,130	16,651	18,256	20,338	20,683	22,156	23,786	24,590	23,426	23,840	24,132
Maine	3,841	3,830	3,798	3,732	3,715	3,674	3,630	3,674				42
Maryland	12,823	12,890	12,898	12,985	13,596	13,909	14,356	14,772	15,050	15,474	15,955	16,250
Massachusetts	51,446	53,953	55,446	56,708	57,748	58,884	60,049	60,733	61,524	62,568	63,856	64,890
Michigan	33,495	34,043	34,435	34,463	35,027	35,883	42,029	48,774	52,835	56,219	60,077	63,318
Minnesota	56,870	58,016	59,167	60,559	61,445	61,826	62,099	62,297	62,165	62,170	62,366	62,830
Mississippi	17,774	17,953	18,321	17,789	17,346	16,994	16,495	16,274	16,019	15,795	15,713	15,530
Missouri	55,583	55,335	54,150	53,852	53,073	53,073	53,073	53,073	53,073	53,073	53,073	53,073
Montana	8,689	8,776	9,050	9,537	9,755	10,036	10,332	10,615	10,743	11,022	11,062	11,401
Nebraska	25,069	25,534	26,111	26,419	26,768	26,839	25,904	25,753	25,688	25,527	25,628	25,750
Nevada	470	470	470	470	470	470	361	422	422	422	422	422
New Hampshire	3,230	3,266	3,308	3,348	3,391	3,427	3,433	3,457	3,491	3,510	3,558	3,592
New Jersey	22,212	22,616	23,060	23,507	23,833	23,960	24,087	24,312	24,550	24,807	25,121	25,372
New Mexico	2,968	3,038	3,198	3,257	3,260	3,260	3,313	3,340	3,444	3,440	3,471	3,695
New York	76,352	82,392	87,233	91,656	94,397	96,623	98,377	99,488	100,272	101,152	101,972	102,924
North Carolina												
North Dakota	6,422	6,588	6,718	6,818	6,893	6,996	7,017	7,047	7,091	7,124	7,160	7,204
Ohio	99,219	100,800	101,959	103,303	102,698	102,552	103,480	103,434	103,773	103,747	103,437	103,614
Oklahoma	46,320	50,256	55,155	59,204	62,190	64,805	66,479	67,452	67,843	68,081	68,421	68,916
Oregon	12,089	12,139	12,342	12,493	12,638	12,778	12,846	12,872	12,829	12,787	12,852	12,963
Pennsylvania	67,703	70,917	74,895	81,118	87,629	90,073	91,370	92,453	93,617	93,607	94,684	95,504
Rhode Island	3,435	3,671	3,850	4,093	4,301	4,510	4,779	4,965	5,094	5,236	5,453	5,697
South Carolina												
South Dakota	12,925	12,790	10,834	9,195	8,501	8,587	8,268	8,700	9,577	10,394	12,550	13,171
Tennessee							811	3,540	6,610	7,787	10,217	13,304
Texas	91,716	101,897	120,217	126,190	127,871	126,057	120,293	110,579	115,454	113,555	114,645	113,703
Utah	5,430	5,691	5,961	6,253	6,434	6,539	6,705	6,788	6,846	6,846	6,846	6,846
Vermont	3,910	3,874	3,879	3,900	3,887	3,864	4,293	4,785	4,968	5,022	5,076	5,214
Washington	29,916	29,715	30,325	30,931	31,498	32,022	32,022	33,012	34,758	34,352	35,336	35,871
West Virginia	8,264	10,418	13,589	15,718	17,120	18,128	19,041	19,932	18,687	18,665	18,606	18,538
Wisconsin	34,336	35,004	35,463	35,815	35,936	36,208	36,358	36,594	36,809	36,927	37,310	37,816
Wyoming	2,606	2,647	2,688	2,713	2,766	2,814	2,834	2,844	2,836	2,831	2,826	2,840

<sup>1</sup> Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering old-age assistance

under State law without Federal participation. Virginia did not administer an old-age assistance program during 1937.

<sup>2</sup> Federal funds available but no payments made.

<sup>3</sup> No payments made because of change in accounting procedure.



age assistance that provisions of the State law relating to the recovery of assistance payments from the estates of recipients would be put into effect. The announcement was followed by the discontinuance of assistance to a substantial number of recipients who refused to comply with this requirement. In June 1937 the recovery provisions were removed from the State plan, and the number of recipients increased gradually in subsequent months.

The decline in the number of recipients of old-age assistance and aid to dependent children in Washington from April to May 1938 was the

result of a case-load review, after which old-age assistance again began an upward trend while aid to dependent children continued to decrease. In the same State the number of recipients of aid to the blind decreased sharply in April 1937 with the inauguration of a uniform State practice of disbursing assistance payments at the beginning of the month. This change affected procedures in 10 counties which had been making payments at the close of the month; these counties reported no recipients of aid to the blind for April 1937.

A change in disbursing procedure from post payment to advance payment in the District of

Table 14.—*Old-age assistance: Recipients, by States and by months, 1933*<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,602,025	1,625,539	1,648,306	1,664,541	1,680,052	1,659,295	1,709,812	1,719,124	1,734,195	1,749,144	1,764,590	1,770,300
Alabama	14,205	14,498	14,875	15,049	14,933	15,110	15,053	14,963	15,348	15,599	15,751	15,897
Alaska	709	752	794	856	903	950	1,001	1,021	1,039	1,045	1,051	1,078
Arizona	5,362	5,526	5,745	5,954	6,095	6,210	6,331	6,444	6,516	6,598	6,703	6,831
Arkansas	19,269	19,164	18,749	18,474	18,337	18,191	17,845	17,619	17,625	17,443	17,177	17,013
California	100,751	104,116	108,846	110,754	115,914	117,749	119,827	121,080	122,448	123,738	124,980	125,275
Colorado	34,622	35,172	35,636	35,983	36,321	36,561	37,009	37,016	37,219	37,418	37,506	37,651
Connecticut	14,275	14,288	14,358	14,408	14,553	14,677	14,824	14,901	14,985	15,122	15,104	15,268
Delaware	2,813	2,765	2,711	2,644	2,613	2,607	2,598	2,591	2,603	2,581	2,588	2,600
District of Columbia	3,000	3,050	3,093	3,093	3,086	3,139	3,216	3,242	3,241	3,241	3,251	3,259
Florida	25,250	26,338	27,417	28,183	28,754	29,307	29,601	30,286	31,071	31,908	32,879	34,130
Georgia	23,989	25,923	27,807	28,895	29,771	30,680	32,803	33,818	34,662	35,176	35,542	35,770
Hawaii	1,559	1,569	1,407	1,607	1,703	1,715	1,773	1,762	1,761	1,766	1,783	1,771
Idaho	8,245	8,328	8,409	8,435	8,502	8,518	8,578	8,634	8,710	8,741	8,810	8,869
Illinois	120,638	120,658	121,640	121,566	122,634	124,542	125,162	124,956	123,058	123,085	123,582	124,392
Indiana	41,941	42,042	42,250	42,531	42,773	42,970	43,201	43,978	46,337	49,139	51,960	53,842
Iowa	45,005	45,462	46,246	46,711	47,089	47,586	48,148	48,652	49,244	49,879	50,491	50,677
Kansas	15,331	16,037	17,612	18,535	19,339	19,679	19,959	20,339	20,756	21,169	21,615	22,143
Kentucky	34,193	33,758	33,423	33,222	33,034	32,859	32,589	32,316	32,149	31,983	31,816	31,649
Louisiana	24,467	24,930	25,336	25,819	26,036	26,362	26,498	26,522	26,621	27,052	27,587	28,251
Maine	566	2,583	5,048	7,318	8,982	10,158	11,171	12,341	12,621	12,182	12,076	11,968
Maryland	16,414	16,515	16,626	16,722	16,829	16,954	17,076	17,115	17,106	17,205	17,248	17,337
Massachusetts	65,912	66,665	67,665	68,504	69,348	70,093	70,799	71,455	72,206	73,100	74,127	74,968
Michigan	66,316	69,963	70,869	69,836	69,873	70,662	69,890	68,993	68,342	68,889	70,786	70,872
Minnesota	62,770	62,779	62,679	63,218	63,350	63,292	63,875	63,991	64,191	64,463	64,751	65,098
Mississippi	15,360	15,279	15,161	15,151	15,273	15,253	15,088	15,480	17,316	17,966	18,401	18,788
Missouri	75,791	75,561	72,224	71,947	72,359	72,252	71,841	71,727	72,366	72,774	73,524	74,015
Montana	11,623	11,793	11,922	12,051	12,111	12,154	12,243	12,306	12,354	12,415	12,473	12,534
Nevada	25,892	26,014	26,159	25,901	26,236	26,332	26,352	26,368	26,456	26,631	26,803	26,992
Nebbraska	1,566	1,695	1,808	1,866	1,920	1,955	1,988	1,995	2,024	2,051	2,071	2,099
Nevada	1,638	3,683	3,694	3,701	3,714	3,735	3,731	3,763	3,820	3,856	3,932	4,002
New Hampshire	25,286	25,421	25,605	25,787	25,890	26,072	26,195	26,296	26,400	26,581	26,710	26,967
New Jersey	3,816	3,820	3,817	3,759	3,784	3,753	3,796	3,795	3,769	3,763	3,738	3,811
New Mexico	103,801	104,292	104,479	104,807	105,769	106,532	107,431	108,108	108,332	108,645	108,912	110,430
New York	22,373	23,249	26,185	27,936	29,006	29,816	29,942	30,146	30,698	31,193	31,664	31,964
North Carolina	7,340	7,441	7,521	7,563	7,566	7,591	7,623	7,672	7,702	7,720	7,770	7,851
North Dakota	103,361	104,423	106,109	107,738	108,823	109,655	110,238	110,959	111,366	110,692	110,252	110,403
Oklahoma	68,514	67,520	66,764	66,127	65,442	64,697	64,221	64,162	64,233	64,416	64,692	64,771
Oregon	14,614	15,155	15,868	16,724	17,313	17,704	17,889	18,032	18,385	18,693	19,037	19,406
Pennsylvania	94,520	93,784	93,445	93,133	91,895	90,633	89,534	88,459	88,372	87,900	87,409	87,138
Rhode Island	5,859	5,942	6,038	6,133	6,212	6,310	6,335	6,335	6,325	6,296	6,263	6,247
South Carolina	15,144	17,394	18,816	20,091	21,078	22,082	22,172	21,934	21,933	22,306	22,557	23,160
South Dakota	14,154	14,776	15,241	15,540	15,713	15,844	15,892	15,933	15,912	16,010	16,092	16,201
Tennessee	15,537	19,374	21,383	22,422	22,970	23,130	23,002	22,892	22,762	22,599	22,446	22,324
Texas	112,452	111,528	110,998	111,035	111,136	111,283	111,619	111,808	112,339	113,432	115,017	116,846
Utah	11,935	12,265	12,461	12,670	12,833	12,982	13,059	13,126	13,194	13,251	13,322	13,368
Vermont	5,300	5,485	5,420	5,345	5,277	5,235	5,206	5,180	5,211	5,273	5,299	5,203
Virginia	36,896	37,104	37,472	37,843	38,569	38,481	37,796	36,188	36,359	36,946	37,525	37,610
Washington	19,583	18,886	18,488	18,472	18,559	18,291	18,135	17,963	17,939	17,925	17,925	17,976
West Virginia	33,172	33,687	39,098	39,581	40,047	40,635	41,148	41,842	41,997	42,482	43,035	43,659
Wisconsin	2,840	2,868	2,886	2,886	2,888	2,897	2,909	2,918	2,929	2,940	2,959	3,006
Wyoming												

<sup>1</sup> Figures not italicized represent number of recipients in States administering old-age assistance from Federal, State, and local funds under plans approved by the Social Security Board; figures italicized represents number of recipients under State law without Federal participation.

<sup>2</sup> No payments made because of change in accounting procedure.



Columbia resulted in a break in the curve for aid to the blind in July 1936. No recipients of aid to the blind were reported by the District for that month.

### Trends in Cases Receiving General Relief

The trend in the number of cases receiving general relief in the continental United States from April 1937 through December 1939 was influenced primarily by economic and seasonal conditions, by the extent of WPA employment, and by the amount of State and local funds available. Trends for selected States, shown in chart 8, depict the influence not only of these factors but also that of administrative policies and pro-

cedures, changes in State legislation, the development of programs for the special types of public assistance and for unemployment compensation, and circumstances affecting employment.

### Economic Factors

Apart from changes in provisions for other types of programs, the most important factor affecting the trend in cases receiving general relief is the economic situation in the Nation as a whole or in a particular State. In the winter of 1937-38 business suffered a recession; the case loads of general relief in this period were higher than in any other period since the beginning of 1936. The trends for each State shown in chart

Table 15.—*Old-age assistance: Recipients, by States and by months, 1939*<sup>1</sup>

<sup>1</sup>Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	1,790,904	1,803,171	1,816,842	1,833,392	1,835,074	1,845,328	1,861,094	1,874,721	1,888,015	1,897,091	1,906,640	1,912,356
Alabama	15,939	16,013	16,125	16,333	16,566	16,614	17,108	17,320	17,426	17,737	18,300	18,388
Alaska	1,114	1,137	1,172	1,202	1,209	1,220	1,246	1,280	1,314	1,327	1,334	1,327
Arizona	6,817	6,839	6,950	7,089	7,173	7,229	7,446	7,482	7,581	7,651	7,763	7,772
Arkansas	16,900	16,686	16,600	16,696	16,727	16,888	17,165	17,257	17,382	16,951	18,194	18,303
California	125,835	127,616	128,569	129,480	130,780	131,968	132,809	133,625	134,668	133,717	134,010	133,940
Colorado	37,961	38,274	38,308	38,592	38,705	38,824	39,011	39,218	39,440	39,688	39,837	40,029
Connecticut	15,343	15,424	15,370	15,463	15,504	15,616	15,860	16,103	16,296	16,619	16,759	16,883
Delaware	2,628	2,618	2,623	2,655	2,663	2,810	2,769	2,725	2,686	2,646	2,604	2,583
District of Columbia	8,265	8,262	8,273	8,273	8,276	8,281	8,371	8,363	8,323	8,338	8,338	8,323
Florida	34,869	35,063	36,191	37,065	37,829	37,544	36,898	36,322	36,536	36,362	36,279	36,167
Georgia	35,882	36,293	36,470	36,610	36,228	36,228	36,228	36,228	36,228	36,228	36,228	36,228
Hawaii	1,776	1,772	1,771	1,772	1,773	1,778	1,778	1,778	1,707	1,717	1,713	1,714
Idaho	8,725	8,836	8,613	8,484	8,486	8,396	8,375	8,366	8,375	8,451	8,529	8,624
Illinois	125,502	126,847	128,043	129,582	131,158	132,518	133,602	133,933	135,721	136,793	137,815	138,776
Indiana	55,715	55,085	60,118	61,564	62,753	63,712	64,432	64,768	65,194	65,502	65,834	66,053
Iowa	50,803	51,003	51,340	51,479	51,756	52,085	52,364	52,671	52,964	53,122	53,457	53,699
Kansas	22,610	22,999	23,393	23,625	23,892	24,233	24,476	24,719	25,002	25,357	25,687	26,026
Kentucky	44,485	44,670	44,944	45,006	45,023	45,028	45,356	45,255	45,204	45,147	45,138	45,137
Louisiana	28,793	29,275	29,519	29,645	29,851	30,045	29,954	29,991	30,015	30,019	29,786	30,842
Maine	11,531	11,701	11,560	11,678	11,992	11,871	12,328	11,521	11,959	12,507	13,212	13,977
Maryland	17,365	17,422	17,470	17,702	17,719	17,668	17,646	17,618	17,634	17,721	17,786	17,936
Massachusetts	75,764	76,482	77,023	77,655	78,255	78,901	79,484	80,139	80,544	81,130	81,925	82,447
Michigan	70,911	70,953	73,277	76,989	81,575	83,275	82,516	81,841	80,183	79,114	78,256	77,476
Minnesota	65,474	65,711	66,036	66,289	66,392	66,381	66,377	66,352	66,381	66,158	66,113	66,140
Mississippi	19,144	19,382	19,663	19,710	19,731	19,764	19,800	19,824	19,860	19,862	19,866	19,872
Missouri	74,413	73,697	74,901	74,891	75,075	75,443	76,170	76,393	76,782	77,140	77,766	78,723
Montana	12,635	12,652	12,657	12,240	12,220	12,177	12,263	12,239	12,226	12,202	12,166	12,198
Nebraska	27,195	27,376	27,476	26,966	27,130	27,157	27,157	27,046	27,039	27,206	27,282	27,390
Nevada	2,132	2,142	2,158	2,172	2,181	2,205	2,222	2,236	2,245	2,244	2,251	2,256
New Hampshire	4,063	4,149	4,205	4,241	4,305	4,340	4,417	4,493	4,569	4,573	4,538	4,612
New Jersey	27,356	27,892	28,231	28,573	28,785	29,028	29,591	29,865	30,130	30,335	30,543	30,661
New Mexico	3,824	3,857	3,854	3,864	3,899	3,857	3,908	3,869	3,897	3,918	3,937	4,038
New York	110,880	110,003	111,276	110,477	110,013	110,232	111,007	112,018	112,553	113,301	113,899	114,595
North Carolina	31,972	32,374	32,291	32,383	32,497	32,580	33,580	34,090	34,431	34,650	34,859	35,009
North Dakota	7,895	7,939	8,009	8,040	8,114	8,149	8,260	8,346	8,468	8,586	8,746	8,868
Ohio	109,608	110,121	110,619	111,508	111,398	111,814	112,739	113,013	113,025	113,025	113,025	113,025
Oklahoma	65,117	65,119	65,426	65,753	66,441	67,158	68,739	69,238	70,047	70,047	70,047	70,047
Oregon	18,853	18,811	18,905	19,113	19,464	19,825	20,233	20,542	20,741	20,932	20,998	20,775
Pennsylvania	87,837	87,231	84,941	85,805	84,320	82,096	81,466	81,029	80,495	79,916	79,297	78,734
Rhode Island	6,245	6,265	6,279	6,337	6,431	6,534	6,566	6,595	6,640	6,705	6,768	6,785
South Carolina	23,641	24,007	24,382	24,592	24,592	24,985	24,659	24,277	23,430	22,255	21,454	21,045
South Dakota	16,270	16,285	16,328	16,296	16,010	15,103	13,907	13,794	13,878	13,995	14,043	14,212
Tennessee	22,125	21,946	21,767	21,564	21,379	21,206	21,111	21,061	21,061	21,061	21,061	21,061
Texas	113,393	113,786	114,322	115,533	116,737	118,047	117,213	118,369	120,520	120,520	120,520	120,520
Utah	13,392	13,455	13,542	13,570	13,599	13,609	13,624	13,657	13,759	13,788	13,821	13,875
Vermont	5,728	5,754	5,816	5,769	5,723	5,667	5,645	5,613	5,595	5,572	5,522	5,588
Virginia	8,529	9,957	11,117	12,209	13,061	13,722	14,356	14,865	15,278	15,641	15,953	16,225
Washington	37,539	37,631	37,617	37,617	38,075	38,808	38,870	38,973	38,977	39,061	39,068	39,098
West Virginia	17,912	17,991	18,020	17,996	18,005	18,168	18,133	17,854	17,796	17,749	17,749	17,749
Wisconsin	44,211	44,747	45,163	45,660	46,057	46,566	47,042	47,560	48,137	48,709	49,257	49,652
Wyoming	3,059	3,041	3,089	3,134	3,152	3,210	3,185	3,223	3,237	3,255	3,283	3,315

<sup>1</sup> Under plans approved by the Social Security Board.



Table 16.—*Aid to dependent children: Amount of payments to recipients, by States and by months, 1936<sup>1</sup>*

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b> .....	\$49,463,021	\$3,523,446	\$3,760,341	\$3,707,104	\$3,941,682	\$3,992,868	\$4,221,406	\$4,254,012	\$4,017,410	\$4,211,651	\$4,379,309	\$4,566,790	\$4,706,912
Alabama.....	614,380	55,777	67,077	24,102	44,219	43,460	43,634	50,847	53,032	55,254	58,339	58,881	58,908
Arizona.....	151,801	2,000	2,000	2,000	2,000	2,000	2,000	16,486	13,012	20,153	21,064	21,064	21,064
Arkansas.....	224,037	6,581	6,581	6,581	6,581	6,517	16,039	18,050	19,480	21,274	33,368	36,044	42,073
California.....	3,444,785	29,775	29,775	29,775	29,775	29,775	29,775	29,775	29,775	29,775	29,775	29,775	29,775
Colorado.....	777,608	73,493	73,493	73,493	73,493	73,493	73,493	73,493	73,493	73,493	73,493	73,493	73,493
Connecticut.....	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Delaware.....	111,380	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713	7,713
District of Columbia.....	464,513	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097	42,097
Florida.....	209,174	20,663	20,663	20,663	20,663	20,663	20,663	20,663	20,663	20,663	20,663	20,663	20,663
Georgia.....	382,504	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600
Idaho.....	1,900,000	185,500	185,500	185,500	185,500	185,500	185,500	185,500	185,500	185,500	185,500	185,500	185,500
Illinois.....	3,366,298	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800	29,800
Iowa.....	600,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000
Kansas.....	42,000	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500	3,500
Kentucky.....	108,800	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000
Louisiana.....	732,182	669	669	669	669	669	669	669	669	669	669	669	669
Maine.....	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Maryland.....	1,609,681	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136
Massachusetts.....	3,349,400	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473
Michigan.....	2,213,652	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Minnesota.....	1,695,896	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182	123,182
Mississippi.....	32,467	3,073	3,073	3,073	3,073	3,073	3,073	3,073	3,073	3,073	3,073	3,073	3,073
Missouri.....	423,654	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483	19,483
Montana.....	482,624	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Nebraska.....	66,400	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700	4,700
Nevada.....	138,874	8,210	10,939	11,168	11,196	11,706	12,083	12,015	12,315	12,232	12,388	12,315	12,297
New Hampshire.....	3,237,634	261,137	261,137	261,137	261,137	261,137	261,137	261,137	261,137	261,137	261,137	261,137	261,137
New Jersey.....	98,038	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468	1,025,468
New Mexico.....	12,357,773	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579	1,090,579
New York.....	61,763	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000
North Carolina.....	2,390,507	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000	175,000
Ohio.....	716,639	1,680	1,680	1,680	1,680	1,680	1,680	1,680	1,680	1,680	1,680	1,680	1,680
Oklahoma.....	233,162	22,669	22,669	22,669	22,669	22,669	22,669	22,669	22,669	22,669	22,669	22,669	22,669
Pennsylvania.....	3,352,001	28,165	28,165	28,165	28,165	28,165	28,165	28,165	28,165	28,165	28,165	28,165	28,165
Rhode Island.....	332,801	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277	27,277
South Dakota.....	78,091	6,414	6,414	6,414	6,414	6,414	6,414	6,414	6,414	6,414	6,414	6,414	6,414
Tennessee.....	40,167	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187	3,187
Texas.....	550,927	8,945	8,945	8,945	8,945	8,945	8,945	8,945	8,945	8,945	8,945	8,945	8,945
Utah.....	45,600	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800
Vermont.....	1,316,168	28,773	28,773	28,773	28,773	28,773	28,773	28,773	28,773	28,773	28,773	28,773	28,773
Virginia.....	2,793,430	198,102	198,102	198,102	198,102	198,102	198,102	198,102	198,102	198,102	198,102	198,102	198,102
West Virginia.....	146,017	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036	2,036
Wisconsin.....	1,609,681	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136	82,136
Wyoming.....	3,349,400	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473	264,473

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not italicized did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

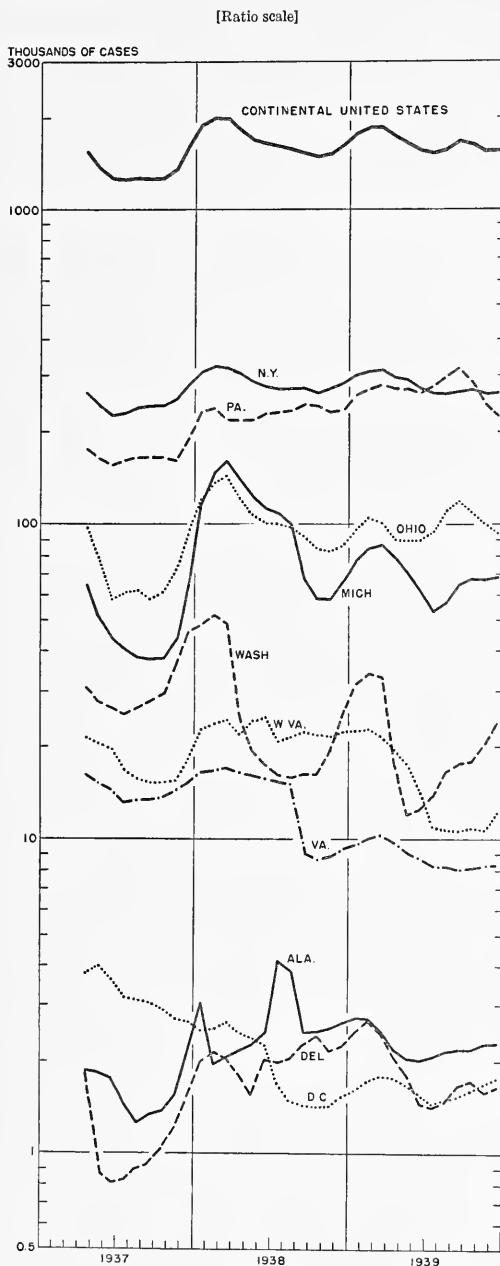
<sup>2</sup> Federal funds available but no payments made.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.

<sup>4</sup> Federal funds not available and no payments made under State law without Federal participation.



**Chart 3.—General relief: Trend in number of cases in the continental United States and in selected States, 1937–39**



8 reflect the increase due to this industrial slump except where special conditions limited expansion of the general relief program. The trend in general relief cases in Alabama from June to September 1938 reflects the effect of decreased industrial activity in a particular area. During July, when the textile mills in Madison County, Ala., were closed, the burden of caring for the unemployed fell on the general relief program and the number of cases receiving such assistance increased sharply. In August 1938, with increases in WPA employment and improvement in industrial conditions, the number of cases receiving general relief decreased somewhat. By September the extraordinary need in the county had disappeared and the general relief case load in the State dropped to the level of June 1938.

#### **WPA Employment**

Except in unusual circumstances the trend in general relief rises in the winter months and falls in the summer months. The usual seasonal decrease during the summer months was offset in many States during July, August, and September 1939 by decreased WPA employment. Curtailment of the WPA program was accentuated after June 1939 because the appropriation for such employment was reduced and the WPA was required to drop from projects all persons who had had continuous WPA employment for 18 months or more. The curves for general relief in Michigan, Ohio, and Pennsylvania depict the rise in the number of cases during July–September 1939 following WPA lay-offs.

#### **Availability of Funds**

The response of the general relief program to need arising from any cause is dependent upon the extent and adequacy of appropriations for the program from State, or from State and local, funds. In Ohio a stringency of local funds during the last quarter of 1939 resulted in a sharp decrease in the number of cases receiving general relief. The same factor is illustrated in the curve for West Virginia beginning with February 1939, when a decrease in the general relief rolls resulted from lack of State funds. In the District of Columbia inadequate appropriations for general relief have resulted in a generally declining trend in the program since May 1937.



Table 17.—Aid to dependent children: Amount of payments to recipients, by States and by months, 1937<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b>	<b>\$71,450,483</b>	<b>\$4,941,259</b>	<b>\$5,107,235</b>	<b>\$5,378,146</b>	<b>\$5,495,579</b>	<b>\$5,660,324</b>	<b>\$5,701,709</b>	<b>\$5,920,712</b>	<b>\$6,148,928</b>	<b>\$6,323,391</b>	<b>\$6,586,599</b>	<b>\$6,919,286</b>	<b>\$7,291,315</b>
Alabama	712,837	49,303	58,814	59,991	55,928	53,088	54,891	55,598	58,200	58,608	65,325	61,302	68,008
Arizona	412,313	32,413	35,413	34,413	35,413	35,413	35,413	35,413	35,413	35,413	35,413	35,413	35,413
Arkansas	601,139	45,013	45,013	45,013	45,013	45,013	45,013	45,013	45,013	45,013	45,013	45,013	45,013
California	4,130,779	297,000	301,000	308,001	313,000	321,000	328,000	346,227	345,649	360,066	381,131	402,501	415,220
Colorado	1,162,365	82,602	90,514	95,946	97,120	99,023	97,725	98,880	100,198	98,913	99,662	101,419	101,419
Connecticut	777,713	64,000	64,000	66,255	63,070	68,008	66,068	61,009	64,000	63,286	64,000	66,400	66,400
Delaware	151,313	11,716	11,734	11,708	11,527	12,008	12,229	12,003	12,981	13,262	13,147	13,700	14,417
District of Columbia	96,727	65,240	63,006	60,780	58,738	54,493	57,310	51,532	48,767	49,722	51,111	50,806	58,513
Florida	222,093	24,340	24,113	24,973	21,860	21,878	21,075	21,075	21,075	21,075	21,075	21,075	21,075
Georgia	196,876	52,519	57,313	60,311	61,578	57,589	58,611	57,784	58,339	58,216	58,216	58,216	58,216
Hawaii	608,626	148,000	148,000	148,000	148,000	148,000	148,000	148,000	148,000	148,000	148,000	148,000	148,000
Idaho	1,910,700	86,353	118,813	117,300	123,000	123,000	123,000	123,000	123,000	123,000	123,000	123,000	123,000
Illinois	2,477,000	251,219	251,219	251,219	251,219	251,219	251,219	251,219	251,219	251,219	251,219	251,219	251,219
Iowa	251,219	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600
Kansas	1,072,305	130,766	137,034	143,310	149,453	157,006	158,438	147,938	165,960	172,069	157,137	163,778	163,778
Kentucky	558,408	46,850	46,895	47,312	48,032	46,537	46,108	46,568	44,351	45,842	46,089	46,711	47,533
Maine	2,149,605	186,857	190,767	161,136	169,120	172,966	176,398	180,428	185,360	192,289	195,669	204,178	204,178
Maryland	4,526,293	290,691	312,902	336,690	340,988	344,026	352,669	371,381	390,713	386,663	412,870	400,948	449,912
Massachusetts	4,418,058	297,013	332,393	356,269	360,682	353,585	353,748	339,945	360,773	382,254	405,786	427,781	451,819
Minnesota	1,694,000	158,269	158,269	158,269	158,269	158,269	158,269	158,269	158,269	158,269	158,269	158,269	158,269
Mississippi	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350	10,350
Missouri	1,100,688	12,787	12,918	12,918	12,918	12,918	12,918	12,918	12,918	12,918	12,918	12,918	12,918
Montana	339,253	17,889	17,889	17,889	17,889	17,889	17,889	17,889	17,889	17,889	17,889	17,889	17,889
Nebraska	1,172,850	81,350	86,413	90,595	91,401	100,000	110,000	110,000	110,000	110,000	110,000	110,000	110,000
Nevada	152,346	12,333	12,315	12,315	12,315	12,315	12,315	12,315	12,315	12,315	12,315	12,315	12,315
New Hampshire	3,606,427	280,327	288,959	292,737	293,804	295,967	296,977	302,737	302,478	301,541	306,086	310,055	325,756
New Jersey	325,711	26,784	29,231	32,570	21,203	28,460	23,548	23,735	25,652	27,283	28,215	29,450	33,580
New Mexico	13,217,288	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213	1,056,213
New York	237,522	6,612	6,612	6,612	6,612	6,612	6,612	6,612	6,612	6,612	6,612	6,612	6,612
North Carolina	4,000,431	278,600	291,459	306,418	317,363	324,073	327,884	333,531	343,660	350,430	361,616	374,111	390,576
North Dakota	1,628,693	74,013	86,537	99,308	109,661	120,918	130,674	137,456	146,847	160,353	171,231	180,576	190,576
Ohio	6,091,259	352,423	373,615	410,068	451,974	499,477	543,147	557,712	568,822	575,610	580,542	585,133	592,196
Oklahoma	81,592	32,630	29,862	33,512	35,662	37,724	39,415	38,586	40,907	42,697	44,202	44,621	45,000
Oregon	384,951	32,769	34,741	35,425	34,699	35,376	31,712	30,391	30,785	30,098	29,900	29,859	30,211
Pennsylvania	400,340	6,495	6,250	6,510	6,000	6,555	6,870	5,435	39,771	67,331	88,549	107,036	123,089
Rhode Island	35,247	3,244	3,255	3,195	3,170	3,066	3,045	2,987	2,844	2,771	2,721	2,709	2,709
South Carolina	82,940	58,021	62,957	65,064	67,026	68,587	69,749	67,147	71,611	75,998	79,210	81,692	84,768
Tennessee	51,714	6,765	6,206	7,140	7,073	6,409	7,133	6,980	6,675	6,401	6,464	6,269	6,269
Texas	150,293	106,200	106,200	106,200	106,200	106,200	106,200	106,200	106,200	106,200	106,200	106,200	106,200
Vermont	2,170,283	150,293	150,293	150,293	150,293	150,293	150,293	150,293	150,293	150,293	150,293	150,293	150,293
Virginia	3,580,818	273,950	281,581	285,652	294,151	293,114	294,771	301,171	302,275	303,033	304,580	308,732	311,361
Washington	180,823	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271
West Virginia	114,361	11,417	11,417	11,417	11,417	11,417	11,417	11,417	11,417	11,417	11,417	11,417	11,417
Wisconsin	3,588,045	273,950	281,581	285,652	294,151	293,114	294,771	301,171	302,275	303,033	304,580	308,732	311,361
Wyoming	232,752	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271	18,271

<sup>1</sup> Excludes cost of administration and of hospitalization and of burial. Figures not italicized represent amounts from Federal fund. State and local funds in States administering aid to dependent children under plans in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

\* Does not include mothers' pensions administered under State law without Federal participation. Federal funds available but no payments made under plan approved by the Social Security Board.

\* Federal funds available but no payments made.



Table 18.—Aid to dependent children: Amount of payments to recipients, by States and by months, 1938<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$87,509,966	\$7,392,010	\$7,601,171	\$7,902,620	\$7,908,937	\$7,916,351	\$8,017,021	\$8,042,990	\$8,330,056	\$8,418,414	\$8,585,935	\$8,771,252	\$8,972,610
Alabama.....	924,090	69,427	67,048	69,766	69,171	67,553	70,074	100,892	102,078	101,011	89,275	70,544	70,495
Arizona.....	582,808	46,155	50,133	50,133	53,393	55,214	56,584	57,900	61,687	61,687	62,048	63,444	63,444
Arkansas.....	594,279	60,191	48,853	48,025	47,561	46,921	46,919	46,485	46,311	45,887	22,481	21,970	32,642
California.....	5,185,628	423,301	485,270	451,580	464,357	477,104	483,886	491,622	494,533	492,037	497,291	613,034	526,233
Colorado.....	1,055,201	72,000	70,000	109,200	108,379	111,418	113,935	113,937	113,724	114,138	116,307	118,204	120,234
Connecticut.....	838,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000	71,000
Delaware.....	184,988	14,841	15,019	16,663	17,202	17,128	17,492	17,492	17,492	17,492	17,492	17,492	17,492
District of Columbia.....	662,601	62,419	63,176	60,898	60,898	58,198	51,720	50,241	51,269	50,792	49,117	48,287	48,287
Florida.....	237,827	25,737	24,145	24,145	24,145	23,693	19,913	19,765	18,743	18,743	22,551	23,678	23,678
Georgia.....	1,047,981	70,563	76,136	81,431	83,229	84,613	86,023	87,155	88,148	89,141	90,134	91,127	92,120
Hawaii.....	363,740	35,510	29,296	28,852	29,291	30,395	29,615	29,615	29,615	28,853	28,829	31,533	32,624
Idaho.....	783,220	60,679	62,600	63,015	63,516	64,372	65,228	66,084	66,940	67,796	68,652	69,508	70,364
Illinois.....	2,016,280	168,000	168,000	168,200	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000	168,000
Indiana.....	4,586,644	346,772	351,281	361,103	368,508	374,325	381,374	386,384	393,732	400,027	407,707	408,190	417,021
Iowa.....	744,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000
Kentucky.....	1,408,630	100,818	110,004	110,004	110,004	110,004	110,004	110,004	110,004	110,004	110,004	110,004	110,004
Louisiana.....	2,210,973	168,067	171,533	175,883	177,519	179,337	181,155	182,973	184,791	186,609	188,427	190,245	192,063
Maine.....	603,727	48,684	49,805	50,671	51,673	52,289	53,289	54,289	55,289	56,289	57,289	58,289	59,289
Maryland.....	2,745,362	211,247	220,286	228,886	230,838	236,911	243,966	250,427	257,882	265,337	272,792	280,247	287,702
Massachusetts.....	6,253,519	465,625	465,625	511,631	497,230	526,287	498,809	518,167	538,133	558,100	578,067	598,034	618,001
Michigan.....	5,528,843	438,014	438,014	484,020	462,207	488,804	438,988	438,988	438,988	438,988	438,988	438,988	438,988
Minnesota.....	2,411,338	162,406	170,280	180,637	188,880	196,880	202,880	208,880	214,880	220,880	226,880	232,880	238,880
Mississippi.....	1,060,660	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000	89,000
Missouri.....	1,473,944	3,350	14,267	34,602	71,803	97,169	120,747	141,253	156,239	173,821	194,872	220,222	238,888
Montana.....	485,728	48,003	48,002	50,919	52,607	54,336	55,243	56,224	57,189	58,154	59,119	60,084	61,049
Nebraska.....	1,324,528	108,468	117,097	119,818	125,071	128,548	132,025	135,502	138,979	142,456	145,933	149,410	152,887
Nevada.....	13,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621	1,621
New Hampshire.....	162,358	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621	13,621
New Jersey.....	3,895,512	316,721	321,693	322,612	330,206	336,337	342,468	348,599	354,730	360,861	366,992	373,123	379,254
New Mexico.....	386,551	34,811	35,728	36,096	36,282	36,471	37,213	37,914	38,615	39,316	40,017	40,718	41,419
New York.....	17,418,056	1,276,451	1,300,674	1,316,141	1,330,253	1,344,365	1,358,477	1,372,589	1,386,701	1,400,813	1,414,925	1,429,037	1,443,149
North Carolina.....	1,730,964	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844
North Dakota.....	1,370,964	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844	141,844
Ohio.....	2,608,842	398,667	407,015	415,846	424,677	433,508	442,339	451,170	460,001	468,832	477,663	486,494	495,325
Oklahoma.....	225,160	229,372	230,097	230,822	231,547	232,272	233,000	233,725	234,450	235,175	235,900	236,625	237,350
Oregon.....	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680	38,680
Pennsylvania.....	7,202,913	601,121	602,334	607,053	607,934	612,470	617,007	621,544	626,081	630,618	635,155	639,692	644,229
Rhode Island.....	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965	43,965
South Carolina.....	684,282	43,044	42,263	42,003	42,404	43,601	44,848	46,094	47,341	48,588	49,835	51,082	52,329
South Dakota.....	555,669	55,462	55,568	55,674	55,780	55,886	56,000	56,114	56,228	56,342	56,456	56,570	56,684
Tennessee.....	2,111,824	131,015	152,950	165,422	177,128	182,672	188,461	194,250	200,039	205,828	211,617	217,406	223,195
Texas.....	1,063,317	87,176	89,040	92,703	95,366	98,029	100,692	103,355	106,018	108,681	111,344	114,007	116,670
Utah.....	1,063,317	87,176	89,040	92,703	95,366	98,029	100,692	103,355	106,018	108,681	111,344	114,007	116,670
Vermont.....	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357	31,357
Virginia.....	2,097,871	191,101	189,498	192,081	194,880	197,681	200,482	203,283	206,084	208,885	211,686	214,487	217,288
Washington.....	1,464,311	118,920	118,920	120,175	121,321	122,467	123,613	124,759	125,905	127,051	128,197	129,343	130,489
West Virginia.....	4,393,932	346,685	351,636	356,588	361,539	366,491	371,442	376,393	381,344	386,295	391,246	396,197	401,148
Wisconsin.....	1,214,216	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840	17,840
Wyoming.....	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105	18,105

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States and Territories under Federal plan approved by the Social Security Board. Figures italicized partly estimated; figures in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.



Table 19.—Aid to dependent children: Amount of payments to recipients, by States and by months, 1939<sup>1</sup>  
 (Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b> .....	\$115,343,457	\$9,258,006	\$9,425,586	\$9,530,322	\$9,245,078	\$9,312,543	\$9,618,949	\$9,670,531	\$9,606,403	\$9,740,471	\$9,871,032	\$9,930,595	\$10,043,941
Alabama.....	897,395	69,271	70,175	69,193	69,109	68,982	68,650	70,907	71,973	65,597	73,300	70,419	70,116
Alaska.....	942,215	70,412	70,697	70,678	70,632	70,632	70,749	80,585	79,864	80,585	80,585	80,585	80,585
Arizona.....	389,789	32,476	32,151	32,181	32,151	32,151	32,151	32,151	32,151	32,151	32,151	32,151	32,151
Arkansas.....	6,947,960	632,698	644,077	656,825	665,787	671,077	679,975	682,976	686,132	689,269	692,618	692,618	692,618
California.....	1,723,380	140,467	141,396	141,396	141,396	141,396	141,396	141,396	141,396	141,396	141,396	141,396	141,396
Colorado.....	817,773	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000	74,000
Connecticut.....	181,762	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389
Delaware.....	181,762	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389	14,389
District of Columbia.....	878,843	48,151	48,151	48,151	48,151	48,151	48,151	48,151	48,151	48,151	48,151	48,151	48,151
Florida.....	980,381	96,818	97,760	97,953	98,029	98,828	76,475	75,908	75,111	74,497	74,030	73,339	72,608
Georgia.....	393,038	32,280	33,496	34,251	34,887	34,887	35,769	35,407	37,062	37,074	37,722	38,961	39,471
Hawaii.....	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824	70,824
Idaho.....	2,026,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000	193,000
Illinois.....	711,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000	62,000
Indiana.....	1,946,240	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250	147,250
Iowa.....	1,176,451	11,434	11,434	11,434	11,434	11,434	11,434	11,434	11,434	11,434	11,434	11,434	11,434
Kansas.....	2,842,255	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171	217,171
Kentucky.....	620,063	49,815	49,878	49,883	49,883	49,883	49,883	49,883	49,883	49,883	49,883	49,883	49,883
Louisiana.....	2,836,785	247,329	250,517	252,481	254,666	256,100	258,314	260,712	262,730	264,842	266,954	269,066	271,178
Maine.....	7,450,326	620,024	631,846	643,255	654,313	665,365	676,417	687,469	698,521	709,573	720,625	731,677	742,729
Massachusetts.....	6,118,153	500,144	512,280	524,416	536,551	548,686	560,821	572,956	585,091	597,226	609,361	621,496	633,631
Michigan.....	3,362,369	248,071	254,485	260,899	267,313	273,727	280,141	286,555	292,969	299,383	305,797	312,211	318,625
Minnesota.....	8,078	673	673	673	673	673	673	673	673	673	673	673	673
Mississippi.....	2,401,618	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551	203,551
Missouri.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Montana.....	35,069	3,066	3,066	3,066	3,066	3,066	3,066	3,066	3,066	3,066	3,066	3,066	3,066
Nebraska.....	224,610	13,324	13,633	13,940	14,247	14,554	14,861	15,168	15,475	15,782	16,089	16,396	16,703
Nevada.....	3,950,961	335,606	341,053	346,501	351,948	357,395	362,842	368,289	373,736	379,183	384,630	390,077	395,524
New Hampshire.....	431,880	28,533	28,533	28,533	28,533	28,533	28,533	28,533	28,533	28,533	28,533	28,533	28,533
New Jersey.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
New Mexico.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
New York.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
North Carolina.....	804,530	61,822	65,033	68,244	71,455	74,666	77,877	81,088	84,299	87,510	90,721	93,932	97,143
North Dakota.....	4,906,527	435,539	429,676	423,813	417,950	412,087	406,224	400,361	394,498	388,635	382,772	376,909	371,046
Ohio.....	2,335,399	212,326	218,667	225,008	231,349	237,690	244,031	250,372	256,713	263,054	269,395	275,736	282,077
Oklahoma.....	839,055	62,518	62,707	62,896	63,085	63,274	63,463	63,652	63,841	64,030	64,219	64,408	64,597
Oregon.....	10,933,725	723,890	738,569	753,248	767,927	782,606	797,285	811,964	826,643	841,322	855,999	870,678	885,357
Pennsylvania.....	804,725	60,234	60,724	61,214	61,704	62,194	62,684	63,174	63,664	64,154	64,644	65,134	65,624
Rhode Island.....	590,069	57,678	57,678	57,678	57,678	57,678	57,678	57,678	57,678	57,678	57,678	57,678	57,678
South Carolina.....	2,497,957	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494	182,494
South Dakota.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Tennessee.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Texas.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Vermont.....	1,723,288	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Virginia.....	309,324	18,072	19,277	20,482	21,687	22,892	24,097	25,302	26,507	27,712	28,917	30,122	31,327
Washington.....	1,835,948	169,904	168,125	166,346	164,567	162,788	161,009	159,230	157,451	155,672	153,893	152,114	150,335
West Virginia.....	1,714,712	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Wisconsin.....	1,714,712	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730	129,730
Wyoming.....	250,159	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817	18,817

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to dependent children under plans approved by the Social Security Board. Figures italicized (partially estimated); represent payments in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.



## Changes in Policies and Procedures

Administrative policies and procedures regarding eligibility for general relief are closely related to, and often dependent upon, the adequacy of State and/or local funds for the program. In the District of Columbia, Ohio, and West Virginia, the policy of giving relief only to unemployable persons was inaugurated when funds were limited. Early in 1939 a policy was established in the State of Washington to exclude all employable persons from eligibility to receive relief; part of the sharp decrease from February to April 1939 in the number of cases receiving general relief in this State was attributable to this new policy.

## Development of Programs

The curve for general relief cases in Virginia illustrates the effect of the inauguration in September 1938 of programs for old-age assistance and aid to the blind under plans approved by the Social Security Board; prior to approval of such plans Virginia had no program for aid to the needy aged or blind, and any such individuals receiving assistance were aided under the general relief program. General relief in this State decreased sharply from August 1938 as cases were transferred to the programs for the special types of public assistance. Transfers from the general relief to the old-age assistance program were made

Table 20.—Aid to dependent children: Families receiving aid, by States and by months, 1936<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	122,792	131,649	131,855	144,030	148,558	156,157	157,614	147,868	140,253	153,917	157,800	160,251
Alabama	5,933	6,107	4,456	5,136	4,959	4,911	5,482	5,672	5,322	5,265	5,269	5,316
Arizona	70	70	70	70	70	70	571	648	686	719	829	953
Arkansas	1,142	1,160	1,085	1,265	1,439	2,301	2,560	2,761	2,973	3,293	3,585	4,044
California	8,859	8,877	9,937	9,058	9,044	9,102	8,259	8,343	8,537	8,510	8,512	8,875
Colorado	376	378	373	783	867	997	1,445	1,738	1,894	1,996	2,091	2,252
Connecticut	1,914	1,295	1,297	1,290	1,292	1,329	1,329	1,559	1,545	1,542	1,847	1,540
Delaware	532	551	545	561	550	548	548	375	384	387	391	396
District of Columbia	1,807	1,807	1,615	1,583	1,591	1,593	1,559	1,575	1,452	1,378	1,335	1,317
Florida	2,488	2,364	2,278	2,142	2,080	1,806	1,538	1,302	1,064	2,188	2,268	2,282
Idaho	230	545	819	1,125	1,465	1,390	1,430	1,458	1,514	1,532	1,561	1,609
Illinois	8,000	7,500	7,700	7,600	7,500	7,400	7,200	6,900	6,400	6,200	6,100	6,000
Indiana	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	275	623	1,293	2,078
Iowa	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900	2,900
Kansas	194	194	194	194	194	194	194	194	194	194	194	194
Kentucky	230	240	240	240	230	230	230	230	230	230	230	230
Louisiana	49	49	49	49	49	4,023	4,107	4,240	4,385	4,683	5,116	5,335
Maine	957	996	1,060	1,109	1,166	1,185	1,198	1,206	1,212	1,209	1,232	1,255
Maryland		4,912	5,271	5,415	5,548	5,494	5,422	4,880	4,877	4,956	4,933	4,982
Massachusetts	4,322	4,360	4,675	4,603	4,619	4,724	4,765	4,787	4,853	4,944	4,987	5,022
Michigan	9,100	9,100	9,100	9,100	9,100	9,100	9,100	9,100	5,631	7,037	7,862	8,139
Minnesota	4,558	4,428	4,479	4,564	4,604	4,618	4,857	4,857	4,857	4,857	4,857	4,857
Mississippi	1,060	1,214	812	86	86	86	86	86	86	86	86	86
Missouri	281	280	277	284	279	281	280	278	287	290	291	292
Montana	930	930	930	930	930	930	930	850	850	850	850	850
Nebraska	1,300	1,300	1,300	1,300	1,300	1,300	1,300	1,300	2,155	2,431	2,701	2,834
Nevada	152	152	152	152	152	152	152	152	152	152	152	152
New Hampshire	235	320	326	325	334	346	345	356	348	346	341	341
New Jersey	10,000	10,000	10,000	9,899	10,044	10,237	10,367	10,413	10,500	10,602	10,513	10,602
New Mexico				32	32	34	34	37	692	773	761	771
New York	24,371	24,421	24,540	24,559	24,691	24,727	24,805	24,686	24,772	24,856	24,894	24,618
North Carolina	300	300	300	300	300	300	302	300	308	331	344	348
Ohio	8,700	8,700	8,700	9,000	9,000	9,000	8,693	8,918	9,225	9,563	9,758	9,769
Oklahoma	264	243	580	11,799	14,229	15,511	15,832	14,141	4	10,328	10,478	9,837
Oregon	1,106	1,115	1,151	1,126	1,151	1,151	1,158	1,153	1,150	1,150	1,140	1,171
Pennsylvania	8,440	8,559	8,504	8,648	8,668	8,661	8,651	8,669	8,684	8,561	9,254	9,580
Rhode Island	553	556	551	545	548	570	584	596	602	601	598	598
South Dakota	1,757	1,752	1,766	1,776	1,773	1,788	1,743	1,736	1,740	1,757	1,720	1,746
Tennessee	247	251	250	249	245	248	257	278	258	258	258	248
Texas	285	290	289	288	290	290	313	312	311	309	314	307
Utah	761	626	1,551	1,526	1,879	1,901	1,864	1,744	1,705	1,710	1,753	1,771
Vermont	263	269	264	263	267	291	317	323	339	343	344	348
Virginia	119	119	119	119	119	119	119	119	119	119	119	119
Washington	2,167	3,462	3,554	3,593	3,959	4,370	4,578	4,802	4,999	5,063	5,162	5,318
West Virginia										0	0	0
Wisconsin	6,888	7,147	7,419	7,681	7,891	8,046	8,163	8,249	8,305	8,403	8,528	8,627
Wyoming		100	269	348	432	501	535	551	565	569	577	594

<sup>1</sup> Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

<sup>2</sup> Does not include mothers' pensions administered under State law without Federal participation.

<sup>3</sup> Federal funds available but no payments made.

<sup>4</sup> Federal funds not available and no payments made under State law without Federal participation.



in Washington between April 1937 and 1938, but the effect of these transfers is not apparent in the curve for the State shown in chart 8.

### Circumstances Affecting Employment

In two of the States included in chart 8 (Michigan and Washington) the trend in the number of cases receiving general relief was influenced by strikes in the principal industries of the State. In Michigan, part of the increase in cases receiving general relief during the last months of 1939 resulted from the strike in the automobile in-

dustry; the effect of the strike on the general relief program was alleviated, however, by an increase in WPA employment and by an improvement in general industrial employment outside the automobile industry. In Washington, the rise in the number of cases from July through October 1937 was attributable partly to labor difficulties in the lumber industry and partly to the usual seasonal decrease in employment and the inability of the WPA program to absorb employable persons as rapidly as they became unemployed in private industry. Unemployment benefits were not payable in Washington until January 1939.

Table 21.—Aid to dependent children: Families receiving aid, by States and by months, 1937<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	166,179	170,838	177,664	182,641	188,924	193,128	196,337	204,140	210,250	216,322	220,636	225,696
Alabama.....	5,364	5,359	5,282	5,011	4,842	4,827	4,779	4,759	4,695	4,815	4,861	5,120
Arizona.....	1,095	954	1,009	1,115	1,155	1,184	1,255	1,281	1,339	1,386	1,413	1,413
Arkansas.....	4,251	4,473	4,895	5,079	5,251	5,179	5,251	5,179	5,107	4,912	4,875	4,838
California.....	9,019	9,056	9,170	9,343	9,529	9,753	9,861	9,931	10,066	10,421	10,656	10,892
Colorado.....	2,681	2,954	3,149	3,192	3,258	3,203	3,231	3,271	3,261	3,257	3,258	3,294
Connecticut.....	1,300	1,300	1,297	1,300	1,300	1,348	1,300	1,300	1,300	1,300	1,300	1,300
Delaware.....	398	398	398	388	403	409	423	426	438	436	450	459
District of Columbia.....	1,275	1,234	1,234	1,250	1,228	1,223	1,224	1,224	1,213	1,204	1,200	1,233
Florida.....	2,501	2,287	2,238	1,940	1,745	1,882	1,892	1,897	1,693	2,259	1,616	2,270
Georgia.....							402	986	1,451	1,987	2,521	2,929
Hawaii.....						697	751	738	790	830	842	861
Idaho.....	2,040	2,233	2,348	2,400	2,212	2,263	2,237	2,260	2,252	2,242	2,257	2,310
Illinois.....	6,500	6,400	6,500	6,600	7,600	7,600	7,600	7,600	7,600	7,600	7,600	7,600
Indiana.....	2,830	3,898	5,042	6,341	7,420	8,211	8,981	9,706	10,171	10,623	11,062	11,624
Iowa.....	2,899	2,860	2,906	2,925	2,937	2,931	3,072	3,074	3,067	3,070	2,925	3,101
Kansas.....	164	194	194	194	194	194	194	412	1,304	1,827	2,204	2,717
Kentucky.....	230	250	250	250	250	250	250	250	250	250	250	250
Louisiana.....	5,893	5,782	6,036	6,328	6,678	6,737	7,032	7,573	7,718	7,932	7,771	7,857
Maine.....	1,277	1,271	1,284	1,209	1,274	1,265	1,266	1,203	1,234	1,226	1,256	1,279
Maryland.....	5,137	5,145	6,129	5,522	5,578	5,700	5,843	5,927	6,031	6,087	6,165	6,347
Massachusetts.....	5,095	5,344	5,555	5,798	6,985	6,238	6,401	6,580	6,737	6,979	7,144	7,356
Michigan <sup>2</sup> .....	9,387	10,245	10,869	11,112	11,179	10,973	10,888	11,066	11,147	11,237	11,214	11,547
Minnesota.....	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857	4,857
Mississippi.....	86	86	86	86	86	86	86	86	86	86	86	86
Missouri.....	551	551	559	561	559	548	520	516	515	511	509	522
Montana.....	850	850	1,172	845	902	905	1,090	1,185	1,327	1,406	1,531	1,606
Nebraska <sup>3</sup> .....	3,092	3,369	3,778	3,673	4,044	4,222	4,153	4,185	4,192	4,142	3,936	3,952
Nevada.....	153	130	150	150	125	125	125	124	122	120	120	120
New Hampshire.....	341	339	335	334	334	334	329	331	352	353	356	357
New Jersey.....	10,618	10,659	10,663	10,710	10,804	10,745	10,753	10,759	10,714	10,709	10,778	10,876
New Mexico.....	829	883	970	992	1,029	1,042	1,063	1,094	1,137	1,153	1,182	1,321
New York.....	24,637	24,637	24,790	24,885	24,959	25,315	25,570	25,667	25,693	25,689	26,157	26,462
North Carolina.....	324	316	318	358	363	356	530	1,313	2,064	2,629	3,284	4,043
North Dakota.....						40	40	40	40	55	189	280
Ohio.....	9,631	9,558	9,668	9,656	9,670	9,612	9,654	9,809	9,900	10,032	10,220	10,447
Oklahoma.....	9,718	10,135	10,687	10,996	11,488	11,816	12,127	12,372	12,719	12,898	13,303	13,834
Oregon.....	1,177	1,189	1,196	1,219	1,199	867	720	790	859	908	965	1,010
Pennsylvania.....	10,064	10,647	11,687	12,825	14,147	15,390	15,743	16,094	16,332	16,531	16,725	16,885
Rhode Island.....	613	625	644	679	722	755	758	786	825	855	859	859
South Carolina.....								141	425	787	1,220	1,619
South Dakota.....	1,923	2,026	2,036	2,004	1,865	1,823	1,825	1,856	1,833	1,796	1,761	1,766
Tennessee.....	254	251	258	256	259	255	306	2,382	3,853	4,896	5,860	6,692
Texas.....	293	296	289	290	288	278	270	262	251	247	238	221
Utah.....	1,834	1,986	2,092	2,148	2,303	2,246	2,253	2,350	2,384	2,424	2,472	2,514
Vermont.....	358	358	379	382	386	388	380	376	366	361	345	336
Virginia.....	119	119	119	119	119	119	119	119	119	119	119	119
Washington.....	5,582	5,818	6,105	5,917	6,507	6,577	6,485	6,342	6,236	6,245	6,399	6,455
West Virginia.....	205	247	1,355	2,143	2,797	3,526	3,949	4,541	4,661	4,976	5,122	5,290
Wisconsin.....	8,717	8,834	8,904	9,031	9,040	9,022	9,076	9,151	9,190	9,263	9,385	9,589
Wyoming.....	617	652	674	688	686	684	680	667	647	633	605	603

<sup>1</sup> Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Does not include mothers' pensions administered under State law without Federal participation.

<sup>3</sup> Federal funds available but no payments made under plan approved by the Social Security Board.

<sup>4</sup> Federal funds available but no payments made.



## Analysis of Payments for Special Types of Public Assistance

The variation among the States in levels of assistance payments to recipients of old-age assistance, aid to dependent children, and aid to the blind has been the subject of much discussion relative to the adequacy and possible revision of present provisions of titles I, IV, and X of the Social Security Act.<sup>15</sup> The extent of variation in the levels of payments in the States may be measured roughly by average payments per

recipient. Such measures are inadequate, however, because they conceal the wide range of payments underlying the State averages. No data on average payments to recipients of the special types of public assistance are presented in this summary.<sup>16</sup> A more comprehensive presentation of payments is given in charts 9 and 10, which show the range, interquartile range, and median amount of the first monthly payments to recipients accepted for old-age assistance and aid to dependent children during the fiscal year 1938-39. The number of recipients accepted for aid to the blind

<sup>15</sup> See *Proposed Changes in the Social Security Act*, a report of the Social Security Board, H. Doc. 110, 76th Cong., 1st sess., p. 21.

<sup>16</sup> Such data are published monthly in the *Social Security Bulletin*.

Table 22.—Aid to dependent children: Families receiving aid, by States and by months, 1938<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	234,791	241,550	247,086	252,893	250,566	259,372	260,542	266,099	269,080	271,667	275,376	280,645
Alabama.....	5,208	5,236	5,345	5,356	5,337	5,384	5,664	5,693	5,727	5,462	5,516	5,573
Arizona.....	1,440	1,484	1,551	1,647	1,703	1,725	1,761	1,846	1,886	1,882	1,925	2,010
Arkansas.....	4,802	4,680	4,585	4,527	4,457	4,405	4,435	4,300	4,242	4,152	4,051	4,011
California.....	11,002	11,406	11,753	12,061	12,322	12,559	12,614	12,502	12,416	12,539	12,682	12,813
Colorado.....	3,353	3,414	3,444	3,517	3,603	3,678	3,681	3,688	3,698	3,778	3,828	3,883
Connecticut.....	1,550	1,550	1,551	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550
Delaware.....	457	465	507	523	524	520	487	480	472	466	471	471
District of Columbia.....	1,258	1,272	1,262	1,234	1,203	1,184	1,100	1,111	1,096	1,082	1,056	1,043
Florida.....	2,285	2,291	2,146	2,108	1,978	1,464	1,406	1,300	1,309	1,657	1,995	2,201
Georgia.....	3,187	3,448	3,726	3,816	3,917	4,011	4,261	4,370	4,446	4,506	4,545	4,582
Hawaii.....	873	879	889	880	919	892	894	868	863	860	915	941
Idaho.....	2,351	2,395	2,425	2,474	2,474	2,501	2,539	2,574	2,611	2,634	2,654	2,689
Illinois.....	7,500	7,500	7,505	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Indiana.....	12,088	12,520	12,938	13,286	13,605	13,904	14,136	14,399	14,625	14,733	14,972	15,218
Iowa.....	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
Kansas.....	3,259	3,548	3,763	3,902	4,031	4,124	4,174	4,233	4,350	4,444	4,542	4,658
Kentucky.....	217	224	229	227	222	216	214	237	231	218	254	267
Louisiana.....	8,124	8,326	8,531	8,667	8,814	8,931	8,918	8,992	8,966	9,161	9,364	9,745
Maine.....	1,298	1,327	1,351	1,377	1,393	1,374	1,347	1,334	1,327	1,321	1,326	1,327
Maryland.....	6,799	6,853	7,123	7,245	7,254	7,201	7,256	7,290	7,367	7,419	7,499	7,662
Massachusetts.....	7,502	7,704	7,947	8,241	8,437	8,641	8,794	8,888	9,016	9,102	9,242	9,407
Michigan.....	12,104	12,512	12,934	13,083	13,969	14,022	14,154	14,264	14,255	14,060	14,111	14,262
Minnesota.....	4,716	4,901	5,169	5,369	5,541	5,682	5,820	5,977	6,121	6,315	6,498	6,716
Mississippi.....	88	88	88	88	88	88	88	88	88	88	88	88
Missouri.....	98	423	1,091	2,222	3,017	3,808	4,486	5,011	5,790	6,528	7,240	7,792
Montana.....	1,718	1,763	1,832	1,890	1,940	1,971	2,005	2,008	2,029	2,059	2,071	2,091
Nebraska.....	4,050	4,110	4,250	4,293	4,319	4,369	4,360	4,369	4,378	4,378	4,439	4,461
Nevada.....	116	114	112	110	109	109	102	114	119	126	121	124
New Hampshire.....	361	361	359	356	355	358	353	350	344	344	344	343
New Jersey.....	10,901	11,025	11,153	11,238	11,342	11,421	10,701	10,692	10,746	10,879	11,077	11,242
New Mexico.....	1,370	1,395	1,415	1,424	1,419	1,437	1,461	1,478	1,469	1,454	1,435	1,503
New York.....	26,775	27,079	27,317	27,003	27,819	27,971	28,185	32,370	33,454	33,994	34,540	34,645
North Carolina.....	4,536	5,298	6,017	6,634	7,030	7,371	7,240	7,008	7,402	7,471	7,624	7,719
North Dakota.....	432	577	684	767	830	1,009	1,042	1,041	1,041	1,041	1,041	1,041
Ohio.....	10,587	10,685	10,787	10,834	10,879	10,900	10,900	10,884	10,823	10,798	10,762	10,879
Oklahoma.....	14,121	14,398	14,482	14,616	14,583	14,438	14,304	14,521	14,743	14,766	14,860	14,947
Oregon.....	1,035	1,088	1,143	1,254	1,351	1,413	1,425	1,433	1,460	1,497	1,534	1,558
Pennsylvania.....	17,298	17,412	17,633	17,714	17,896	17,905	17,962	17,656	17,466	17,215	17,173	18,290
Rhode Island.....	854	846	846	864	892	921	927	950	981	1,004	1,020	1,041
South Carolina.....	1,875	2,446	2,822	3,133	3,449	3,749	3,744	3,756	3,670	3,816	3,860	4,083
South Dakota.....	1,958	1,981	1,992	1,977	1,940	1,984	1,885	1,815	1,800	1,805	1,821	1,988
Tennessee.....	7,227	8,238	8,877	9,452	9,992	10,291	10,238	10,151	10,116	10,038	9,976	9,939
Texas.....	149	146	143	143	141	140	136	135	132	128	126	121
Utah.....	2,559	2,625	2,744	2,768	2,784	2,799	2,778	2,794	2,831	2,886	2,929	2,935
Vermont.....	328	320	325	327	329	335	336	337	342	344	349	363
Virginia.....	119	119	119	119	119	119	119	119	119	119	119	119
Washington.....	6,471	6,411	6,494	6,483	6,492	5,987	5,876	5,846	5,803	5,803	5,830	5,792
West Virginia.....	5,416	5,510	5,566	5,618	5,690	5,681	5,677	5,711	5,718	5,778	5,850	5,939
Wisconsin.....	9,699	9,791	9,900	9,954	10,031	10,099	10,164	10,209	10,283	10,370	10,526	10,701
Wyoming.....	597	596	601	595	597	601	598	592	575	569	565	585

<sup>1</sup> Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.

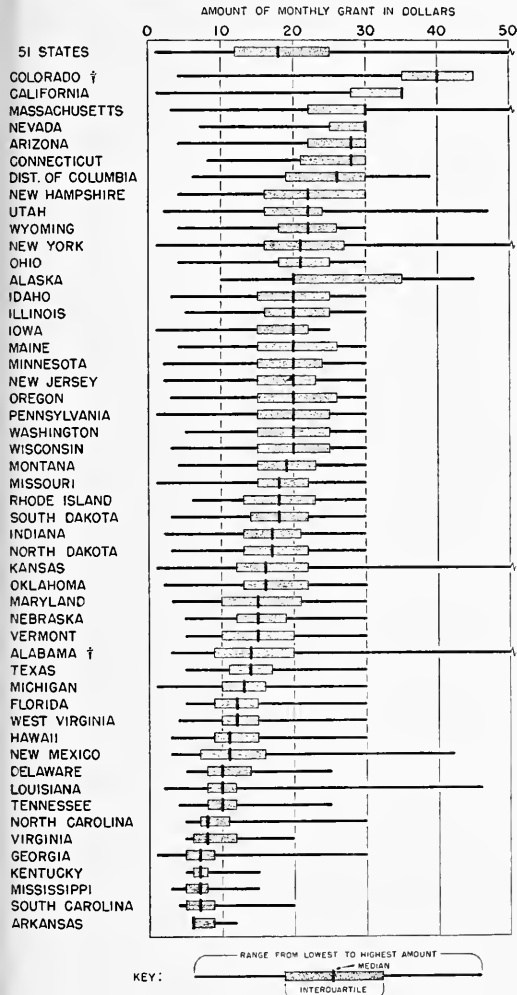


in many States was too small for significant presentation of similar data.

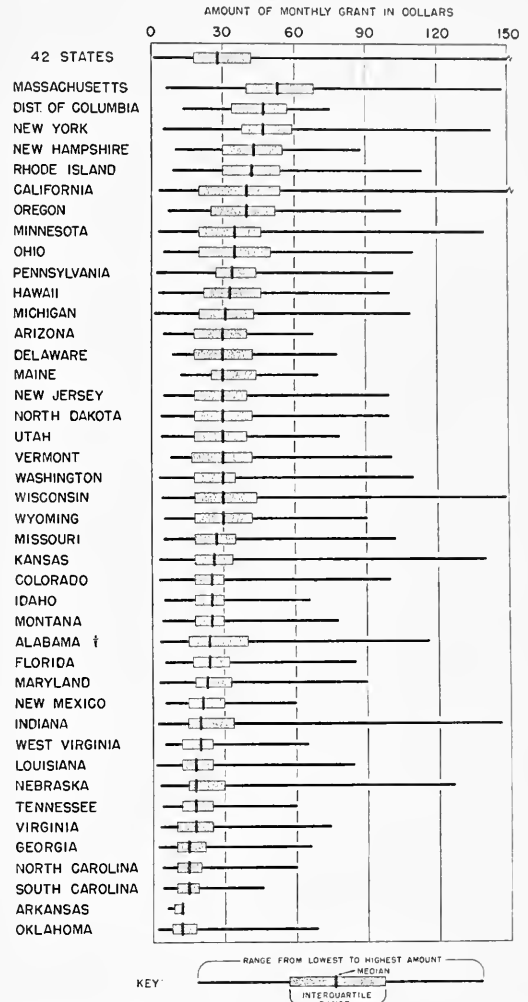
The charts are based on data for recipients accepted for assistance, reported annually to the Social Security Board by States with approved plans for these types of assistance.<sup>17</sup> During the

<sup>17</sup> These data are published by the Social Security Board, Bureau of Research and Statistics, in Bureau Memorandum No. 42, *Social Data on Recipients of Public Assistance Accepted in 1938-39*. Pt. I.—*Old-Age Assistance*; Pt. II.—*Aid to Dependent Children*; Pt. III.—*Aid to the Blind*.

**Chart 9.—Old-age assistance: Range, interquartile range, and median amount of first monthly payment to recipients accepted for assistance during fiscal year 1938-39, by States**



**Chart 10.—Aid to dependent children: Range, interquartile range, and median amount of first monthly payment to families accepted for assistance during fiscal year 1938-39, by States**



fiscal year 1938-39 in these States, 377,000 recipients were accepted for old-age assistance and 112,000 families for aid to dependent children. For old-age assistance, the aggregate number of recipients accepted bore a ratio of about 1:5 to the total case load as of June 30, 1939; for aid to dependent children the ratio was nearly 2:5.

The method of presenting the data in charts 9 and 10 is explained in the chart keys. The total



length of the bar for each State shows the range from the lowest amount of first monthly payment to the highest; the vertical line represents the median; and the wider shaded portion, the interquartile range in payments.<sup>18</sup> At least one-half of all recipients accepted in each State during the fiscal year received amounts falling within the interquartile range for the State. One-fourth of all recipients accepted received amounts equal to

<sup>18</sup> The data presented for all States except Alabama and Colorado are the amounts of first monthly payment. Data for Alabama on old-age assistance and aid to dependent children, and for Colorado on old-age assistance, are amounts approved, which in most instances are larger than the amounts of first payment.

or less than the least amount falling within the range, and the same number received amounts equal to or greater than the largest amount within the interquartile range.

The variations among the States in the amount of monthly payments and the limitations of a median or an average as a measure of all payments are evident upon examination of the charts. Several factors influence the variation and range in payments to recipients of old-age assistance and aid to dependent children. Among these factors are the provisions of Federal and State legislation for the programs, the adequacy of

Table 23.—Aid to dependent children: Families receiving aid, by States and by months, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	288,311	296,751	298,893	296,654	300,630	311,780	313,317	313,574	314,312	314,691	314,643	316,366
Alabama.....	5,529	5,592	5,593	5,569	5,541	5,519	5,543	5,536	5,480	5,410	5,483	5,444
Arizona.....	2,145	2,299	2,370	2,489	2,481	2,500	2,507	2,507	2,517	2,512	2,495	2,476
Arkansas.....	3,989	3,958	3,953	3,946	3,958	3,959	4,052	4,070	4,044	4,040	4,018	4,012
California.....	12,928	13,131	13,251	13,451	13,571	13,756	13,817	13,867	13,955	14,024	14,195	14,336
Colorado.....	4,247	4,873	4,671	4,745	4,811	4,833	4,882	4,916	4,865	4,868	4,951	5,033
Connecticut.....	1,550	1,550	1,550	1,403	1,421	1,426	1,412	1,419	1,422	1,439	1,432	1,440
Delaware.....	469	475	481	486	497	495	493	494	500	493	494	500
District of Columbia.....	1,032	1,012	976	953	936	968	955	946	927	921	906	910
Florida.....	2,350	2,637	3,037	3,587	4,128	3,936	3,504	3,462	3,534	3,840	4,027	4,036
Georgia.....	4,606	4,679	4,699	4,710	3,745	3,733	3,706	3,674	3,652	3,629	3,593	3,562
Hawaii.....	942	967	979	989	995	1,005	994	862	854	916	932	979
Idaho.....	2,692	2,687	2,673	2,663	2,673	2,646	2,645	2,651	2,633	2,640	2,649	2,699
Illinois.....	7,600	7,500	7,500	7,500	7,600	7,600	7,600	7,600	7,600	7,600	7,600	7,600
Indiana.....	15,469	15,681	16,016	16,253	16,528	16,721	16,872	16,921	16,967	17,017	17,013	17,083
Iowa.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Kansas.....	4,827	5,414	5,749	5,901	5,935	5,966	5,944	5,954	5,966	5,991	6,037	6,114
Kentucky.....	259	259	254	254	252	254	258	259	255	251	245	245
Louisiana.....	10,778	10,280	10,466	10,705	10,819	10,952	11,076	11,127	11,179	11,191	11,202	11,796
Maine.....	1,325	1,324	1,326	1,327	1,329	1,328	1,360	1,403	1,430	1,433	1,430	1,426
Maryland.....	7,806	7,937	7,999	7,922	7,835	7,652	7,444	7,401	7,336	7,249	7,230	7,263
Massachusetts.....	9,659	9,801	9,943	10,097	10,344	10,438	10,504	10,585	10,622	10,805	11,048	11,178
Michigan.....	12,601	13,258	13,549	13,602	13,602	14,329	14,512	14,407	14,322	14,054	13,601	13,267
Minnesota.....	6,904	7,085	7,341	7,477	7,558	7,656	7,789	7,874	7,962	8,031	8,112	8,233
Mississippi.....	104	104	104	104	104	104	104	104	104	104	104	104
Missouri.....	8,407	8,269	8,244	10,301	10,310	10,167	10,065	9,973	9,971	10,034	9,919	9,820
Montana.....	2,136	2,189	2,238	2,165	2,176	2,165	2,170	2,164	2,173	2,153	2,171	2,209
Nebraska.....	4,093	4,838	4,851	4,818	4,892	4,931	4,991	5,024	5,029	5,092	5,123	5,209
Nevada.....	127	117	111	115	120	154	155	155	155	155	155	155
New Hampshire.....	341	336	331	363	397	435	476	519	545	577	597	604
New Jersey.....	11,298	11,444	11,500	11,390	11,164	10,886	10,784	10,778	10,848	10,816	10,798	10,761
New Mexico.....	1,511	1,550	1,576	1,621	1,666	1,653	1,716	1,671	1,690	1,721	1,745	1,784
New York.....	35,188	35,493	35,820	36,137	36,267	36,420	36,641	36,521	36,590	36,587	36,496	36,375
North Carolina.....	7,960	7,913	8,006	8,075	8,139	8,157	8,132	8,129	8,078	8,072	8,063	8,128
North Dakota.....	1,887	1,967	2,023	2,045	2,067	2,084	2,079	2,078	2,090	2,162	2,226	2,258
Ohio.....	10,902	10,912	10,878	10,769	10,729	10,577	10,351	10,351	10,280	10,187	10,111	10,073
Oklahoma.....	15,066	15,412	15,680	15,951	16,751	16,570	17,137	17,205	17,323	17,360	17,426	17,116
Oregon.....	1,602	1,599	1,623	1,646	1,683	1,751	1,794	1,824	1,863	1,882	1,884	1,901
Pennsylvania.....	20,601	22,802	22,865	15,713	18,210	28,462	29,073	29,411	29,811	29,935	29,734	30,245
Rhode Island.....	1,053	1,057	1,069	1,089	1,121	1,140	1,150	1,154	1,155	1,149	1,161	1,165
South Carolina.....	4,175	4,210	4,168	4,382	4,488	4,769	4,707	4,604	4,392	4,088	3,913	3,855
South Dakota.....	2,170	2,199	2,203	2,165	1,907	1,799	1,799	1,799	1,799	1,714	1,686	1,690
Tennessee.....	9,905	9,843	9,786	9,722	9,673	9,590	9,728	9,765	9,798	9,785	9,725	9,663
Texas.....	112	112	110	115	114	119	116	112	109	109	109	110
Utah.....	2,965	3,029	3,075	3,128	3,168	3,190	3,239	3,265	3,291	3,283	3,282	3,314
Vermont.....	404	427	437	456	479	474	459	461	464	472	471	483
Virginia.....	898	866	898	947	990	1,041	1,191	1,275	1,345	1,440	1,574	1,794
Washington.....	5,808	5,742	5,733	5,592	5,407	5,195	5,026	4,874	4,801	4,776	4,775	4,769
West Virginia.....	6,059	6,397	6,567	6,755	6,969	7,162	7,254	7,336	7,311	7,358	7,245	7,286
Wisconsin.....	10,884	11,058	11,168	11,293	11,390	11,425	11,486	11,588	11,711	11,764	11,841	11,942
Wyoming.....	608	626	650	670	694	708	698	699	700	712	724	717

<sup>1</sup> Figures not italicized represent number of families receiving aid in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of families in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan. Does not include mothers' pensions administered under State law without Federal participation.



State and local appropriations, and variations in State administrative policies and procedures.<sup>10</sup>

### Effect of Federal and State Maximums

The effect of provisions of Federal and State legislation for old-age assistance and aid to the blind is immediately apparent in the range of payments within the States; their effect on payments for aid to dependent children is less im-

<sup>10</sup> Data on provisions of approved State plans are contained in Social Security Board Publications Nos. 16, 17, and 18, *Characteristics of State Plans for Old-Age Assistance, . . . Aid to the Blind, and . . . Aid to Dependent Children*, revised as of Oct. 1, 1939.

mediately evident but nevertheless important.<sup>20</sup> During 1938-39 the Federal Government contributed under the Social Security Act one-half of all direct assistance payments to recipients of old-age assistance and aid to the blind up to a maximum individual payment of \$30 per month from Federal, State, and local funds.<sup>21</sup> During the

<sup>20</sup> A more detailed discussion of the effect of Federal maximums on payments for aid to dependent children is presented in Lynch, John M., "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Social Security Bulletin*, Vol. 2, No. 8 (August 1939), pp. 7-14.

<sup>21</sup> This maximum was increased to \$40 by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

Table 24.—Aid to dependent children: Children aided, by States and by months, 1936<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	304,378	327,771	327,552	349,626	360,017	381,734	388,205	361,916	346,117	379,076	389,120	401,358
Alabama	16,718	17,204	12,409	14,465	14,322	13,949	15,698	16,359	15,734	15,526	15,521	15,672
Arizona	170	170	170	170	170	1,505	1,780	2,061	2,154	2,259	2,347	2,886
Arkansas	3,172	3,153	2,898	3,560	4,051	5,516	7,249	7,820	8,359	9,151	9,911	11,200
California	20,756	20,417	20,670	20,758	20,801	20,325	19,103	18,483	19,899	19,950	20,160	21,076
Colorado	978	983	970	2,870	2,350	2,736	3,895	4,708	5,103	5,372	5,589	5,995
Connecticut	3,589	3,306	3,298	3,265	3,265	3,438	3,326	3,365	3,367	3,345	3,346	3,321
Delaware	841	846	828	845	841	839	870	909	935	945	952	968
District of Columbia	656	4,678	4,217	4,197	4,232	4,199	4,204	4,224	3,994	3,793	3,705	3,655
Florida	6,469	6,146	5,923	5,355	5,075	3,765	5,332	5,358	5,184	5,676	5,692	5,705
Idaho	660	1,486	2,174	2,929	3,568	3,568	3,684	3,790	3,945	3,997	4,048	4,163
Illinois	19,200	19,000	18,500	18,200	18,000	17,800	17,200	16,600	15,400	14,900	14,600	14,400
Indiana	3,900	3,900	3,900	3,900	3,900	3,900	3,900	3,900	798	1,814	3,621	5,661
Iowa	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300	7,300
Kansas	504	504	504	504	504	504	504	504	504	504	504	504
Kentucky	740	770	770	770	740	740	740	740	740	740	740	700
Louisiana	147	147	147	147	147	12,093	12,597	13,042	13,352	14,227	15,435	15,975
Maine	2,562	2,686	2,885	3,059	3,225	3,308	3,320	3,297	3,299	3,297	3,372	3,373
Maryland	14,003	14,603	15,009	15,307	15,498	15,227	13,751	13,771	14,011	13,971	14,122	14,122
Massachusetts	15,276	15,489	16,055	12,730	12,794	13,117	13,215	13,258	13,453	13,581	13,705	13,829
Michigan	23,700	23,700	23,700	23,700	23,700	23,700	23,700	23,700	12,921	16,483	18,439	19,245
Minnesota	11,271	11,538	11,705	11,916	12,038	12,056	12,630	12,630	12,630	12,630	12,630	12,630
Mississippi	3,092	3,553	2,468	215	215	215	215	215	215	215	215	215
Missouri	899	896	896	899	899	899	896	890	918	928	1,087	1,126
Montana	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400
Nebraska	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100
Nevada	303	303	303	303	303	303	303	303	303	303	303	303
New Hampshire	822	950	957	946	972	997	985	1,000	975	990	981	977
New Jersey	26,000	26,000	26,000	22,732	23,019	23,479	23,775	23,855	24,064	24,024	23,981	24,154
New Mexico				0	0	111	178	441	1,940	2,170	2,157	2,202
New York	51,716	51,798	51,968	51,897	52,086	52,180	54,394	52,107	52,292	52,328	52,584	57,515
North Carolina	780	780	780	780	780	780	780	780	780	780	780	780
Ohio	21,000	21,000	21,000	22,000	22,000	22,000	21,792	22,353	23,197	24,423	25,089	25,343
Oklahoma	607	559	828	26,965	32,431	35,125	35,618	31,498	(*)	24,567	25,042	23,626
Oregon	2,333	2,354	2,397	2,490	2,497	2,498	2,498	2,426	2,429	2,439	2,445	2,601
Pennsylvania	21,944	22,201	22,544	22,485	22,521	22,493	22,493	22,628	22,537	22,231	23,989	24,662
Rhode Island	1,780	1,783	1,765	1,733	1,736	1,850	1,903	1,931	1,948	1,963	1,948	1,995
South Dakota	4,283	4,239	4,275	4,252	4,230	4,292	4,163	4,161	4,167	4,215	4,129	4,129
Tennessee	650	650	650	650	650	650	670	730	730	730	730	730
Texas	741	754	751	749	777	777	814	811	809	805	816	798
Utah	1,979	1,628	4,065	4,586	4,814	4,968	4,821	4,572	4,502	4,500	4,602	4,657
Vermont	574	586	580	579	590	645	707	708	740	746	748	759
Virginia	476	476	476	476	476	476	476	476	476	476	476	476
Washington	4,467	7,428	7,789	7,895	8,726	9,651	10,115	10,679	11,180	11,346	11,500	11,799
West Virginia												
Wisconsin	16,094	16,655	17,435	18,005	18,501	18,880	19,118	19,323	19,415	19,598	19,895	20,110
Wyoming		252	715	888	1,074	1,251	1,316	1,356	1,418	1,425	1,433	1,482

<sup>1</sup> Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. States not listed did not administer an aid to dependent children program during 1936, except Alaska for which data are not available.

<sup>2</sup> Federal funds available but no payments made.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.

<sup>4</sup> Federal funds not available and no payments made under State law without Federal participation.



same period the act provided for Federal participation in aid to dependent children equal to one-third<sup>22</sup> of the amount of direct assistance payments up to a monthly maximum from Federal, State, and local funds of \$18 for the first child in each family and \$12 for each additional child in the same family. States may make payments in excess of the maximums toward which the Federal Government will contribute, but the excess of such payments must be supplied entirely from State or from State and local funds.

<sup>22</sup> This proportion was increased to one-half by an amendment approved Aug. 10, 1939, effective Jan. 1, 1940.

Table 25.—Aid to dependent children: Children aided, by States and by months, 1937<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	410,846	421,404	436,684	450,238	464,016	475,305	483,890	504,509	520,415	536,117	547,248	567,733
Alabama.....	15,896	15,903	15,627	14,849	14,256	14,286	14,235	14,110	12,903	14,218	14,420	15,149
Arizona.....	3,253	2,889	2,646	3,029	3,331	3,514	3,714	3,802	3,877	4,039	4,079	4,184
Arkansas.....	12,084	12,396	12,465	13,396	13,788	14,240	13,013	14,106	13,797	13,314	13,300	13,167
California.....	21,380	21,424	21,787	22,159	22,617	23,107	23,351	23,448	24,468	25,064	26,447	27,050
Colorado.....	7,126	7,324	8,303	8,396	8,553	8,397	8,538	8,587	8,509	8,207	8,628	8,628
Connecticut.....	5,300	5,300	5,298	5,300	5,300	5,318	5,300	5,300	5,300	5,300	5,300	5,300
Delaware.....	974	985	973	952	987	995	1,034	1,028	1,036	1,030	1,056	1,074
District of Columbia.....	3,577	3,459	3,458	3,528	3,506	3,470	3,490	3,536	3,506	3,495	3,545	3,659
Florida.....	5,752	5,717	5,695	4,860	4,982	5,280	5,417	4,252	5,672	4,040	5,676	5,676
Georgia.....							1,203	2,861	4,131	5,608	7,108	8,282
Hawaii.....						2,492	2,665	2,656	2,791	2,939	2,959	2,987
Idaho.....	4,908	5,308	5,567	5,686	5,313	5,424	5,379	5,406	5,373	5,382	5,394	5,476
Illinois.....	15,600	15,400	15,600	15,800	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	7,565	9,954	12,429	15,145	17,328	18,898	20,358	21,777	22,703	23,551	24,376	25,437
Iowa.....	7,354	7,181	7,194	7,165	7,099	7,062	7,291	7,292	7,219	7,120	6,998	7,214
Kansas.....	504	504	504	504	504	504	504	1,213	3,496	4,882	5,700	6,992
Kentucky.....	740	740	740	740	740	740	740	740	740	740	740	740
Louisiana.....	16,746	17,115	17,853	18,547	19,545	19,520	20,374	21,942	22,350	22,688	22,512	22,763
Maine.....	3,453	3,437	3,439	3,480	3,427	3,393	3,383	3,168	3,165	3,244	3,346	3,405
Maryland.....	14,570	14,064	14,438	15,703	15,838	16,165	16,593	16,841	17,181	17,328	17,571	18,025
Massachusetts.....	13,827	14,388	14,719	15,589	15,994	16,532	16,802	17,146	17,498	17,974	18,205	18,685
Michigan.....	22,211	24,044	25,195	25,808	26,343	25,855	25,644	26,096	26,253	26,403	26,355	27,077
Minnesota.....	18,630	18,630	18,630	18,630	18,630	18,630	18,630	18,630	18,630	18,630	18,630	18,630
Mississippi.....	215	215	215	215	215	215	215	215	215	215	215	215
Missouri.....	1,123	1,123	1,149	1,155	1,149	1,114	1,092	1,011	1,002	778	748	706
Montana.....	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800
Nebraska.....	7,499	8,068	8,966	8,753	8,727	10,325	10,029	10,072	10,017	9,864	9,339	9,394
Nevada.....	305	312	312	312	300	300	300	287	287	288	288	288
New Hampshire.....	973	963	956	946	949	944	935	934	999	999	997	998
New Jersey.....	24,134	24,177	24,188	24,249	24,282	24,287	24,346	24,310	24,195	24,192	24,276	24,477
New Mexico.....	2,391	2,580	2,818	2,900	3,000	3,042	3,135	3,229	3,355	3,404	3,484	3,901
New York.....	51,811	51,744	51,874	52,087	52,082	52,860	53,444	53,587	53,596	54,162	54,401	55,027
North Carolina.....	810	790	795	845	907	840	1,753	4,239	6,447	8,107	9,803	12,055
North Dakota.....						40	40	40	40	167	621	936
Ohio.....	25,286	25,276	25,855	26,006	26,256	26,207	26,377	26,751	27,033	27,169	27,578	28,048
Oklahoma.....	23,420	24,455	26,464	26,315	27,297	27,384	28,568	28,947	29,684	30,007	30,984	32,219
Oregon.....	2,501	2,499	2,549	2,599	2,501	1,899	1,605	1,789	1,967	2,084	2,219	2,310
Pennsylvania.....	26,158	27,665	30,160	33,143	36,615	39,752	40,808	41,591	42,965	42,868	43,041	43,041
Rhode Island.....	1,952	1,983	2,026	2,108	2,200	2,260	2,261	2,300	2,398	2,471	2,470	2,443
South Carolina.....								421	1,223	2,312	3,641	4,869
South Dakota.....	4,406	4,655	4,793	5,088	4,722	4,671	4,645	4,776	4,764	4,874	4,481	4,781
Tennessee.....	630	630	670	670	670	670	890	7,098	11,341	14,641	16,937	19,263
Texas.....	762	770	751	754	749	783	702	681	653	642	619	678
Utah.....	4,804	5,105	5,310	5,421	5,541	5,642	5,742	5,841	5,901	5,980	6,061	6,143
Vermont.....	780	782	825	837	848	851	834	824	796	797	773	752
Virginia.....	476	476	476	476	476	476	476	476	476	476	476	476
Washington.....	12,867	12,758	13,161	12,879	14,016	14,127	13,936	13,609	13,383	13,377	13,697	13,821
West Virginia.....	664	732	4,192	6,527	8,406	10,773	11,912	13,607	13,795	14,746	15,149	15,582
Wisconsin.....	20,290	20,471	20,601	20,809	20,789	20,792	21,009	21,281	21,409	21,573	21,883	22,331
Wyoming.....	1,549	1,623	1,666	1,699	1,689	1,688	1,684	1,642	1,608	1,580	1,508	1,508

<sup>1</sup> Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

For the period July 1938-June 1939, 51 jurisdictions administering old-age assistance under plans approved by the Social Security Board reported data on initial monthly payments to recipients accepted during the fiscal year. In 32 States the largest amount of first monthly payment for old-age assistance was \$30, the maximum toward which the Federal Government contributed; in 26 of these States a maximum monthly payment of \$30 from Federal, State, and local funds was stipulated in the State law. In 19 of the 51 jurisdictions the range in the first monthly payment was affected by the adequacy of State and

<sup>2</sup> Does not include mothers' pensions administered under State law without Federal participation.

<sup>3</sup> Federal funds available but no payments made under plan approved by the Social Security Board.

<sup>4</sup> Federal funds available but no payments made.



local appropriations for old-age assistance and by State legislation specifying limitations either higher or lower than those in the Federal statute.

Data on payments to recipients accepted for aid to the blind during the fiscal year 1938-39 are available for 43 States.<sup>23</sup> In 29 of the 43 States no recipients accepted in the year received initial monthly payments in excess of \$30; laws in 20<sup>24</sup> of these States stipulated a maximum of \$30; in

<sup>23</sup> Including Pennsylvania, which did not have an approved plan for aid to the blind during the period.

<sup>24</sup> Arizona, Colorado, Florida, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Massachusetts, Montana, Nebraska, New Hampshire, North Carolina, Oregon, South Dakota, Vermont, Virginia, West Virginia, and Wisconsin.

3 States<sup>25</sup> the maximum monthly payment allowed under State law was less than the maximum toward which the Federal Government would have contributed during the period.

The effect of Federal and State legislation on payments for aid to dependent children is less immediately apparent than the effect of such legislation on payments for old-age assistance because provisions of the Federal statute and of most State laws for aid to dependent children are in terms of the maximum monthly payment per child, whereas the data presented in chart 10

<sup>25</sup> Mississippi, South Carolina, and Tennessee.

Table 26.—Aid to dependent children: Children aided, by States and by months, 1938<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	581,150	597,559	612,003	624,793	633,141	641,133	643,565	653,827	662,054	667,011	674,938	687,857
Alabama.....	15,423	15,642	15,981	15,947	15,889	15,999	16,763	16,806	16,882	16,155	16,343	16,514
Arizona.....	4,222	4,367	4,566	4,836	5,036	5,144	5,265	5,315	5,357	5,347	5,345	5,345
Arkansas.....	12,675	12,616	12,352	12,264	12,111	11,954	11,805	11,858	11,718	11,570	11,230	11,034
California.....	27,236	28,243	29,072	29,783	30,479	30,896	30,995	30,940	30,745	30,970	31,364	31,692
Colorado.....	8,819	8,936	9,001	9,184	9,399	9,568	9,554	9,550	9,606	9,755	9,871	10,020
Connecticut.....	3,300	3,300	3,258	3,300	3,300	3,300	3,300	3,300	3,300	3,300	3,300	3,300
Delaware.....	1,061	1,082	1,182	1,218	1,221	1,217	1,161	1,158	1,126	1,102	1,090	1,098
District of Columbia.....	3,731	3,755	3,764	3,694	3,611	3,556	3,330	3,399	3,350	3,284	3,215	3,173
Florida.....	6,712	6,700	6,530	6,920	4,950	5,660	5,620	5,650	5,825	5,429	5,196	5,877
Georgia.....	9,008	9,639	10,278	10,546	10,716	10,959	11,660	11,871	12,038	12,163	12,199	12,313
Hawaii.....	3,021	3,034	3,038	3,146	3,243	3,146	3,134	3,082	3,052	3,046	3,227	3,361
Idaho.....	5,554	5,656	5,742	5,747	5,836	5,897	5,984	6,057	6,167	6,231	6,291	6,365
Illinois.....	17,000	17,000	17,280	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana.....	26,344	27,092	27,912	28,500	29,052	29,645	30,075	30,559	30,973	31,156	31,471	32,000
Iowa.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas.....	8,086	8,552	9,244	9,549	9,836	10,004	10,103	10,208	10,467	10,648	10,874	11,155
Kentucky.....	657	673	683	807	795	776	770	750	736	730	730	823
Louisiana.....	23,536	24,120	24,711	25,196	25,141	25,499	24,847	24,714	26,090	26,097	26,605	28,034
Maine.....	3,470	3,549	3,586	3,649	3,702	3,654	3,576	3,527	3,483	3,456	3,475	3,465
Maryland.....	18,577	19,274	19,930	20,154	20,211	19,859	19,932	20,003	20,228	20,270	20,445	20,824
Massachusetts.....	18,979	19,408	19,884	20,325	20,898	21,342	21,702	22,137	22,135	22,270	22,501	22,925
Michigan <sup>1</sup> .....	28,094	28,853	28,999	27,795	27,795	28,056	28,439	28,778	28,627	28,566	28,691	28,478
Minnesota.....	12,229	12,828	13,257	13,771	14,150	14,480	14,732	15,174	15,526	16,023	16,465	17,000
Mississippi.....	220	220	220	220	220	220	220	220	220	220	220	220
Missouri.....	314	1,246	2,983	5,937	8,026	9,036	11,629	12,842	14,594	16,254	17,869	19,063
Montana.....	4,102	4,177	4,340	4,459	4,567	4,661	4,727	4,739	4,760	4,823	4,838	4,901
Nebraska <sup>1</sup> .....	9,557	9,687	10,044	10,082	10,120	10,157	10,183	10,174	10,142	10,244	10,347	10,463
Nevada.....	286	273	267	266	265	256	252	275	276	287	279	281
New Hampshire.....	1,006	1,012	1,000	857	985	889	972	961	932	928	923	916
New Jersey.....	24,486	24,698	24,930	25,049	25,257	25,387	24,047	24,634	24,222	24,467	24,838	25,164
New Mexico.....	4,027	4,087	4,129	4,155	4,133	4,204	4,239	4,285	4,243	4,204	4,135	4,346
New York.....	55,547	56,046	56,426	56,934	57,314	57,569	57,919	65,505	67,506	68,449	69,231	69,335
North Carolina.....	13,381	15,370	17,345	18,804	19,822	20,532	20,179	20,265	20,359	20,445	20,836	21,053
North Dakota.....	1,418	1,851	2,210	2,447	2,637	2,859	3,062	3,207	3,395	3,557	3,705	3,846
Ohio.....	28,346	28,528	28,797	29,004	29,328	31,144	31,396	31,854	31,161	31,082	30,897	31,172
Oklahoma.....	32,993	33,594	33,608	33,961	33,808	33,908	33,198	33,308	34,308	34,527	34,476	34,629
Oregon.....	2,362	2,476	2,572	2,833	3,049	3,179	3,155	3,138	3,241	3,316	3,357	3,444
Pennsylvania.....	43,625	43,662	43,993	44,018	44,264	44,177	43,264	43,269	42,846	42,296	42,180	44,876
Rhode Island.....	2,407	2,388	2,373	2,393	2,479	2,550	2,560	2,609	2,685	2,747	2,779	2,836
South Carolina.....	5,925	7,308	8,435	9,252	10,083	10,893	10,946	10,893	10,765	11,256	11,367	12,036
South Dakota.....	4,857	4,971	4,981	4,918	4,801	4,805	4,563	4,522	4,502	4,493	4,507	4,662
Tennessee.....	20,746	23,390	25,008	26,297	27,218	28,159	27,870	27,606	27,456	27,164	26,919	26,762
Texas.....	833	833	836	816	810	807	803	803	803	824	832	865
Utah.....	6,254	6,405	6,707	6,800	6,826	6,864	6,897	6,897	7,000	7,130	7,284	7,307
Vermont.....	743	749	776	1,014	1,024	1,046	1,044	1,025	1,028	1,053	1,068	1,105
Virginia.....	476	476	476	476	476	476	476	476	476	476	476	476
Washington.....	13,854	13,796	13,948	13,922	13,257	13,129	13,154	13,062	13,088	13,033	13,106	13,040
West Virginia.....	15,964	16,242	16,409	16,517	16,716	16,657	16,673	16,735	16,682	16,762	16,985	17,246
Wisconsin.....	22,626	22,781	23,074	23,132	23,326	23,383	23,583	23,963	24,170	24,407	24,779	25,108
Wyoming.....	1,476	1,474	1,476	1,462	1,459	1,451	1,477	1,464	1,430	1,444	1,444	1,479

<sup>1</sup> Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes children in families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.



are based on monthly payments per family with no indication of the number of persons whose needs the payments are intended to cover.

For the fiscal year 1938-39, data on initial monthly payments to families accepted for aid are available for 42 States administering aid to dependent children under plans approved by the Social Security Board; 16 reported no payments in excess of the maximums toward which the Federal Government contributed. In 10<sup>20</sup> of these States the maximum payments allowed

under State law were the same as those specified in the Social Security Act; in 4<sup>27</sup> the State law specified no maximums; and in 2 States<sup>28</sup> the maximum monthly payments allowed under State legislation were less than those under the Federal statute.

### Adequacy of Appropriations

Although the maximums stipulated in the Social Security Act and the maximums and minimums in State laws limit the range in monthly payments

<sup>20</sup> Arizona, Colorado, Florida, Idaho, Maryland, Missouri, Montana, Nebraska, North Carolina, and Wyoming.

<sup>27</sup> Arkansas, North Dakota, Oklahoma, and Washington.

<sup>28</sup> South Carolina and Tennessee.

Table 27.—Aid to dependent children: Children aided, by States and by months, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total	703,806	720,364	723,745	717,590	724,974	751,283	753,975	754,196	755,698	755,627	756,523	760,885
Alabama	16,394	16,547	16,517	16,502	16,396	16,329	16,449	16,399	16,153	15,950	16,169	15,972
Arizona	6,262	6,580	6,794	7,116	7,041	6,753	6,822	6,829	6,900	6,821	6,843	6,842
Arkansas	10,903	10,808	10,847	10,751	10,787	10,797	11,038	11,106	10,979	10,945	10,958	10,883
California	31,995	32,566	32,928	33,447	33,821	34,183	34,328	34,363	34,491	34,481	34,774	35,146
Colorado	10,758	11,787	11,537	11,720	11,839	11,863	11,955	12,022	11,947	11,885	12,078	12,284
Connecticut	8,900	8,940	8,977	8,977	8,916	8,890	8,907	8,912	8,931	8,931	8,931	8,931
Delaware	1,092	1,116	1,142	1,157	1,179	1,172	1,157	1,170	1,215	1,216	1,233	1,265
District of Columbia	3,155	3,106	2,964	2,883	2,834	2,853	2,803	2,783	2,709	2,704	2,683	2,703
Florida <sup>2</sup>	6,261	6,949	7,852	9,358	10,815	16,408	9,108	9,295	9,372	9,679	10,565	10,543
Georgia	12,322	12,488	12,477	12,454	12,418	12,178	10,155	9,913	9,803	9,725	9,615	9,493
Hawaii	3,358	3,433	3,471	3,461	3,475	3,511	3,506	3,040	3,024	3,193	3,293	3,393
Idaho	6,352	6,293	6,291	6,273	6,324	6,287	6,296	6,350	6,323	6,323	6,342	6,320
Illinois	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000	17,000
Indiana	32,408	32,805	33,362	33,769	34,190	34,471	34,749	34,782	34,793	34,916	34,931	35,056
Iowa	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Kansas	11,490	12,593	13,193	13,480	13,522	13,519	13,465	13,490	13,521	13,534	13,695	13,780
Kentucky	824	839	817	811	814	819	819	806	786	774	779	780
Louisiana	29,248	29,506	30,304	30,592	30,854	31,213	31,582	31,642	31,761	31,858	32,025	33,720
Maine	3,450	3,423	3,408	3,387	3,377	3,400	3,487	3,615	3,663	3,661	3,640	3,612
Maryland	21,685	21,365	21,422	21,291	21,057	20,716	20,237	20,124	19,905	19,619	19,598	19,590
Massachusetts	23,246	23,681	23,988	24,232	24,687	24,822	24,948	25,119	26,358	27,681	28,230	28,559
Michigan <sup>3</sup>	29,053	30,207	31,019	31,261	31,425	32,803	33,182	32,914	32,707	32,167	31,337	31,283
Minnesota	17,427	17,814	18,336	18,614	18,719	18,904	19,144	19,351	19,527	19,484	19,620	19,807
Mississippi	162	162	162	162	162	162	162	162	162	162	162	162
Missouri	20,426	20,085	19,902	24,586	24,350	24,021	23,754	23,754	23,754	23,754	23,754	23,754
Montana	5,001	5,095	5,196	5,067	5,078	5,043	5,093	5,099	5,093	5,099	5,101	5,273
Nebraska <sup>4</sup>	10,688	10,915	10,919	10,792	10,983	11,067	11,265	11,377	11,391	11,503	11,554	11,743
Nevada	501	583	570	573	546	527	530	530	530	530	530	530
New Hampshire	907	891	863	957	1,051	1,145	1,243	1,345	1,419	1,523	1,578	1,553
New Jersey	25,137	25,295	25,305	24,982	24,625	23,943	23,712	23,702	23,797	23,748	23,689	23,646
New Mexico	4,355	4,468	4,534	4,684	4,831	4,809	4,989	4,847	4,930	5,033	5,116	5,208
New York	70,231	70,694	71,274	71,737	71,990	72,234	72,564	72,396	72,835	72,242	72,074	71,616
North Carolina	21,053	21,361	21,547	21,534	21,556	21,514	21,318	21,162	20,946	20,869	20,789	20,847
North Dakota	5,374	5,587	5,639	5,676	5,736	5,802	5,813	5,812	5,827	6,035	6,209	6,289
Ohio	31,188	31,201	31,069	30,794	30,753	30,335	29,885	29,659	29,323	28,779	28,514	28,813
Oklahoma	34,854	35,578	36,166	36,750	37,407	38,108	39,388	39,550	39,726	39,828	40,024	40,087
Oregon	3,547	3,547	3,611	3,628	3,706	3,876	3,986	4,059	4,174	4,271	4,329	4,401
Pennsylvania	49,066	50,776	53,394	57,157	62,329	66,563	67,714	68,426	69,323	69,421	68,705	69,818
Rhode Island	2,859	2,863	2,873	2,931	3,067	3,059	3,069	3,096	3,115	3,090	3,135	3,162
South Carolina	12,245	12,339	12,324	12,882	13,196	13,946	13,511	13,448	12,908	12,947	11,624	11,857
South Dakota	4,971	4,997	4,998	4,898	4,486	4,371	4,142	5,975	5,809	5,878	5,856	5,810
Tennessee	26,365	26,365	26,149	25,926	25,708	25,421	25,885	26,015	26,033	25,942	25,843	25,664
Texas	241	239	232	240	239	254	251	252	242	240	240	240
Utah	7,349	7,425	7,507	7,580	7,636	7,665	7,709	7,744	7,900	7,878	7,898	7,963
Vermont	1,187	1,251	1,259	1,337	1,422	1,415	1,369	1,367	1,358	1,360	1,364	1,397
Virginia	3,013	3,036	3,101	3,223	3,361	3,501	3,659	3,806	3,953	4,061	4,129	4,204
Washington	13,166	12,977	12,936	12,665	12,276	11,792	11,396	11,035	10,896	10,846	10,889	10,908
West Virginia	17,580	18,334	18,770	19,253	19,848	20,299	20,490	20,777	20,657	20,679	20,458	20,596
Wisconsin	25,498	25,827	26,058	26,342	26,518	26,508	26,512	26,761	26,993	27,024	27,194	27,395
Wyoming	1,529	1,576	1,628	1,663	1,728	1,754	1,729	1,728	1,736	1,765	1,798	1,773

<sup>1</sup> Figures not italicized represent number of children aided in States administering aid to dependent children from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of children in States administering aid to dependent children (mothers' pensions) under State law without Federal participation. Data for Alaska not available.

<sup>2</sup> Includes children receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>3</sup> Does not include mothers' pensions administered under State law without Federal participation.



Table 28.—Aid to the blind: Amount of payments to recipients, by States and by months, 1936<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total	\$12,813,294	\$883,332	\$978,944	\$1,018,938	\$1,024,047	\$1,044,932	\$1,069,621	\$1,082,412	\$1,102,345	\$1,122,248	\$1,144,262	\$1,162,531	\$1,170,462
Alabama	14,329	1,676	1,718	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744
Arkansas	32,811	1,676	1,718	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744
California	1,736,229	155,068	187,450	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368
Colorado	1,736,229	155,068	187,450	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368	158,368
Connecticut	21,068	1,676	1,718	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744	1,744
District of Columbia	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676
Florida	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676
Georgia	59,507	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676	1,676
Illinois	1,944,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000	162,000
Indiana	197,554	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Iowa	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000	16,000
Maine	283,546	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Maryland	80,532	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Massachusetts	198,801	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Michigan	32,611	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Minnesota	37,560	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Mississippi	19,550	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383	16,383
Missouri	2,683,303	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200
Montana	160	160	160	160	160	160	160	160	160	160	160	160	160
Nevada	1,920	160	160	160	160	160	160	160	160	160	160	160	160
New Hampshire	54,017	2,600	3,622	4,010	4,325	4,476	4,696	4,865	4,942	5,088	5,120	5,139	5,234
New Jersey	114,158	9,174	9,075	9,288	9,247	9,438	9,619	9,689	9,694	9,708	9,757	9,690	9,949
New Mexico	11,218	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
New York	22,212	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
North Carolina	22,212	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000	34,000
North Dakota	10	10	10	10	10	10	10	10	10	10	10	10	10
Ohio	647,064	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000	55,000
Oklahoma	37,016	152,181	205,328	230,063	235,263	235,701	261,071	3,039	4,655	5,076	6,307	7,327	7,865
Oregon	2,946,798	152,181	205,328	230,063	235,263	235,701	261,071	259,172	208,832	274,060	281,134	285,259	288,164
Pennsylvania	44,332	133	80	1,908	3,514	4,102	4,365	4,498	4,436	4,921	5,203	5,479	5,633
Utah	10,749	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600
Vermont	264,591	16,316	18,315	19,044	20,132	20,776	21,601	22,950	24,086	24,512	24,403	25,713	26,723
Washington	530,018	59,702	41,112	42,388	43,334	43,998	44,656	44,717	44,894	44,258	43,916	43,575	43,410
West Virginia	66,550	5,983	4,257	4,947	5,362	5,402	5,827	6,077	6,221	6,226	6,256	6,411	6,501
Wisconsin													
Wyoming													

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1936; information on status of program in Kentucky not available.<sup>2</sup> Federal funds available but no payments made.  
<sup>3</sup> Does not include aid to the blind administered under State law without Federal participation.  
<sup>4</sup> No payments made because of change in accounting procedure.



Table 29.—Aid to the blind: Amount of payments to recipients, by States and by months, 1937<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b> .....	\$16,173,162	\$1,216,738	\$1,233,942	\$1,258,708	\$1,268,178	\$1,278,933	\$1,311,363	\$1,329,349	\$1,353,649	\$1,440,198	\$1,463,547	\$1,493,539	\$1,525,013
Alabama.....	29,379	3,461	2,589	3,066	3,955	1,578	1,892	2,659	2,534	2,748	3,189	3,341	3,493
Alaska.....	51,333	5,377	5,393	5,389	5,983	6,187	6,416	6,106	6,301	6,302	6,333	6,273	6,296
Arizona.....	72,362	160,729	162,636	166,743	165,015	168,607	170,541	172,734	174,077	233,761	237,022	244,235	250,194
California.....	189,483	16,616	15,135	15,340	15,386	15,615	15,580	15,597	16,310	15,807	15,741	15,972	16,334
Colorado.....	20,438	4,819	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841
Connecticut.....	20,438	4,819	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841
Delaware.....	20,438	4,819	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841
District of Columbia.....	20,438	4,819	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841
Florida.....	20,438	4,819	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841	4,841
Georgia.....	31,873	1,741	1,853	1,855	2,449	2,662	2,665	2,710	2,710	2,710	2,710	2,710	2,710
Hawaii.....	2,240												
Idaho.....	74,113	6,130	6,134	6,210	6,321	6,019	6,000	6,117	6,104	6,180	6,157	6,179	6,372
Illinois.....	2,495,245	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000
Indiana.....	2,495,245	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000	189,000
Iowa.....	110,557	16,065	17,666	20,144	21,397	16,759	20,085	35,323	36,412	37,491	38,901	40,416	41,236
Kansas.....	17,330												
Louisiana.....	28,480	21,453	21,321	21,695	22,252	23,220	24,465	25,163	24,550	24,550	24,514	24,514	24,374
Maine.....	252,073	10,793	11,360	11,701	11,570	11,664	11,779	11,855	12,080	12,244	12,182	11,899	11,732
Maryland.....	24,159	16,576	16,576	16,576	16,576	17,108	17,458	17,970	18,449	18,795	18,519	19,068	19,345
Massachusetts.....	143,698	9,509	10,118	10,361	11,345	11,436	11,620	12,053	12,259	12,749	13,367	14,107	14,329
Michigan.....													
Minnesota.....	108,662	8,563	8,761	8,938	9,143	9,271	9,276	9,231	9,201	9,141	9,031	8,955	9,161
Missouri.....	2,568,400	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200	215,200
Montana.....	125,189	9,766	10,066	10,283	10,577	10,718	10,762	10,488	10,504	10,444	10,348	10,476	10,767
Nebraska.....	67,897	5,314	5,410	5,509	5,610	5,709	5,760	5,760	5,760	5,760	5,760	5,760	5,760
New Hampshire.....	129,776	9,838	10,226	10,194	10,339	10,233	10,631	10,874	11,078	11,270	11,227	11,720	12,109
New Jersey.....	32,051	2,670	2,721	2,962	2,378	2,504	2,484	2,456	2,531	2,601	2,712	2,868	3,144
New Mexico.....													
New York.....	408,781	35,844	35,051	35,962	35,839	35,980	35,980	43,820	41,913	44,315	46,630	49,800	51,991
North Carolina.....	110,675							7,385	13,946	17,818	21,634	24,359	25,533
North Dakota.....	10,634	23	43	223	417	600	978	1,226	1,258	1,343	1,432	1,503	1,583
Ohio.....	790,765	60,266	61,365	62,550	63,856	64,885	65,849	66,563	67,455	68,670	69,411	69,460	70,735
Oklahoma.....	255,015	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224	10,224
Oregon.....	117,728	8,253	8,447	9,055	9,622	9,922	10,138	10,269	10,372	10,427	10,542	10,454	10,427
Pennsylvania.....	3,749,224	291,453	296,059	299,441	304,051	308,444	313,060	314,506	319,357	322,531	323,637	327,081	329,571
Rhode Island.....	7,192												
South Carolina.....	28,803	5,877	6,015	6,010	6,142	6,056	6,172	6,034	5,936	5,993	6,152	6,307	6,346
Tennessee.....	72,831	1,652	1,882	1,676	1,683	1,680	1,670	2,089	2,154	2,097	2,579	2,548	2,466
Utah.....	28,803	5,877	6,015	6,010	6,142	6,056	6,172	6,034	5,936	5,993	6,152	6,307	6,346
Vermont.....	24,981	26,865	27,700	28,517	13,718	25,241	26,694	28,843	29,927	32,105	32,666	33,189	34,223
Washington.....	339,688												
West Virginia.....	115,468	310	686	4,370	7,590	10,738	12,255	13,234	13,481	13,330	13,023	13,215	13,226
Wisconsin.....	519,077	43,342	43,176	43,154	43,291	42,698	43,414	44,085	44,348	44,583	44,818	45,053	45,288
Wyoming.....	66,969	5,901	6,046	6,046	5,978	5,823	5,722	5,581	5,414	5,285	5,192	5,066	5,012

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent States, as local funds in States administering aid to the blind under Federal plan approved by the Social Security Board, and figures italicized represent States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1937; information on status of program in Kentucky not available. Federal funds available but no payments made.



Table 30.—Aid to the blind: Amount of payments to recipients, by States and by months, 1938<sup>1</sup>

(Data reported by State agencies, corrected to Jan. 15, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b>	\$19,162,362	\$1,560,697	\$1,598,537	\$1,629,272	\$1,527,338	\$1,536,515	\$1,562,610	\$1,584,217	\$1,509,338	\$1,616,743	\$1,631,065	\$1,646,585	\$1,667,464
Alabama	48,881	3,649	3,783	4,049	4,106	4,019	4,066	4,095	4,326	4,109	4,223	4,174	4,281
Arizona	80,466	6,147	6,119	6,217	6,417	6,590	6,872	6,910	6,836	6,940	6,980	7,115	7,328
Arkansas	3,288,408	6,182	6,111	6,027	6,072	6,046	6,002	6,010	5,736	5,677	2,777	2,742	2,757
California	290,094	260,094	260,094	262,001	263,355	266,369	270,934	276,190	279,588	282,673	286,988	290,779	293,312
Colorado	15,970	16,485	16,393	16,393	16,495	16,367	16,704	16,917	17,044	16,817	16,966	17,960	17,964
Connecticut	30,412	2,721	2,721	2,721	2,721	2,721	2,721	2,721	2,721	2,721	2,721	2,721	2,721
Delaware	65,410	4,971	5,253	5,098	5,253	5,253	5,462	5,582	5,582	5,582	5,582	5,582	5,582
District of Columbia	247,608	1,693	6,896	11,377	15,093	18,638	21,269	24,283	26,179	28,732	29,903	31,265	32,375
Florida	144,338	9,682	10,504	11,303	11,475	11,674	11,921	12,388	12,704	12,951	13,059	13,303	13,374
Georgia	10,381	683	649	678	667	897	992	990	912	971	994	967	951
Iaho	75,901	6,363	6,363	6,311	6,198	6,107	6,222	6,183	6,203	6,243	6,452	6,500	6,646
Illinois	2,455,690	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000	2,408,000
Indiana	44,387	43,103	42,533	43,277	44,080	45,007	46,022	46,277	46,620	47,346	48,061	48,776	49,491
Iowa	296,921	9,197	17,341	22,601	24,515	25,649	26,305	27,171	27,931	28,701	29,471	30,241	31,011
Kansas	193,058	10,778	12,780	13,831	14,068	14,967	15,438	16,450	17,065	18,927	20,008	20,835	21,662
Louisiana	102,800	7,176	7,491	7,687	8,005	8,384	8,695	8,781	8,929	9,044	9,280	9,491	9,897
Maine	333,284	24,320	28,377	31,906	32,233	32,278	32,995	33,250	33,250	33,250	33,250	33,250	33,250
Maryland	248,525	11,474	11,474	11,474	11,474	11,474	11,474	11,474	11,474	11,474	11,474	11,474	11,474
Massachusetts	177,253	13,687	14,312	14,386	14,465	15,106	15,814	16,202	16,191	16,741	17,374	18,007	18,640
Michigan	181,263	9,709	11,266	12,781	13,899	14,602	15,321	15,772	16,163	16,979	17,668	18,210	18,893
Minnesota	4,743												
Mississippi	1,635,760	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490	215,490
Missouri	135,371	11,216	11,128	11,293	11,320	11,403	11,571	11,692	11,801	11,910	12,019	12,128	12,237
Montana	2,850	6,001	6,188	6,152	6,134	6,329	6,250	6,212	6,299	6,370	6,397	6,523	6,617
Nevada	75,557	11,968	12,335	12,550	12,685	12,842	13,000	12,907	12,963	13,065	13,304	13,336	13,366
New Hampshire	154,392	3,193	3,306	3,319	3,276	3,317	3,281	3,250	2,740	2,704	2,680	2,705	2,738
New Jersey	36,509	53,079	54,170	55,871	57,090	56,144	57,039	58,805	59,945	60,766	61,913	63,559	64,670
New Mexico	334,307	25,755	25,542	26,698	27,257	28,063	28,169	27,945	30,100	28,934	29,081	28,512	28,451
New York	23,446	1,622	1,665	1,822	1,855	1,892	1,922	2,047	2,045	2,171	2,167	2,089	2,109
North Carolina	895,367	70,589	71,192	72,187	73,521	73,711	75,208	75,572	75,735	76,095	77,126	77,033	77,798
Ohio	360,378	33,848	34,421	34,747	35,278	35,857	36,436	37,015	37,594	38,173	38,752	39,331	39,910
Oklahoma	131,325	10,463	10,640	10,747	10,919	11,096	11,167	11,167	11,094	11,000	10,969	11,066	11,063
Oregon	4,182,507	355,228	355,510	357,912	361,809	364,114	367,019	369,924	372,829	375,734	378,639	381,544	384,449
Pennsylvania	105,186	7,732	8,736	9,390	10,142	10,651	11,475	7,729	7,555	7,431	7,892	8,924	8,502
Rhode Island	36,240	9,914	11,691	13,510	14,689	16,402	18,032	18,747	20,147	21,395	22,643	23,891	25,139
South Carolina	207,916	6,322	6,276	6,312	5,908	5,746	5,653	5,563	5,466	5,368	5,270	5,172	5,074
South Dakota	67,927	2,421	2,421	2,421	2,328	2,328	2,469	2,469	2,342	2,342	2,342	2,342	2,342
Tennessee	397,864	34,866	35,223	35,738	36,253	36,768	37,283	37,798	38,313	38,828	39,343	39,858	40,373
Texas	526,639	43,304	43,244	43,179	43,110	43,046	42,981	42,916	42,851	42,786	42,721	42,656	42,591
Vermont	56,935	4,946	4,993	4,956	4,811	4,859	4,747	4,694	4,612	4,537	4,462	4,387	4,312
Virginia	397,864	34,866	35,223	35,738	36,253	36,768	37,283	37,798	38,313	38,828	39,343	39,858	40,373
Washington	194,636	13,200	13,141	13,076	13,011	12,946	12,881	12,816	12,751	12,686	12,621	12,556	12,491
West Virginia	526,639	43,304	43,244	43,179	43,110	43,046	42,981	42,916	42,851	42,786	42,721	42,656	42,591
Wisconsin	56,935	4,946	4,993	4,956	4,811	4,859	4,747	4,694	4,612	4,537	4,462	4,387	4,312
Wyoming	177,253	13,687	14,312	14,386	14,465	15,106	15,814	16,202	16,191	16,741	17,374	18,007	18,640

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized partly estimated; represent payments in States administering aid to the blind under State law without Federal participation. States not

listed did not administer an aid to the blind program during 1938; information on status of program in Kentucky not available.  
<sup>2</sup> Includes aid to the blind administered under State law without Federal participation.  
<sup>3</sup> Federal funds available but no payments made.



Table 31.—Aid to the blind: Amount of payments to recipients, by States and by months, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	\$20,449,679	\$1,662,019	\$1,679,116	\$1,685,272	\$1,691,074	\$1,685,602	\$1,697,477	\$1,704,211	\$1,712,628	\$1,716,158	\$1,726,040	\$1,735,684	\$1,750,398
Alabama.....	55,657	4,293	4,215	4,340	4,414	4,530	4,669	4,804	4,864	4,676	5,093	4,864	4,919
Arizona.....	96,036	7,634	7,710	7,710	7,792	7,669	7,033	8,129	8,192	8,213	8,063	8,367	8,407
Arkansas.....	49,489	4,093	4,075	4,067	4,075	4,075	4,081	4,106	4,113	4,167	4,174	4,251	4,322
California.....	3,764,992	299,910	300,980	300,980	304,071	306,812	311,176	315,008	317,575	321,359	324,561	327,016	330,255
Colorado.....	209,101	17,368	17,669	17,669	18,448	18,448	18,448	18,448	18,448	18,448	18,448	18,448	18,448
Connecticut.....	17,368	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486
District of Columbia.....	67,110	5,969	5,967	5,967	5,967	5,967	5,967	5,967	5,967	5,967	5,967	5,967	5,967
Florida.....	* 372,607	* 33,660	* 34,140	* 34,740	* 34,996	* 34,996	* 34,996	* 34,996	* 34,996	* 34,996	* 34,996	* 34,996	* 34,996
Georgia.....	133,604	13,494	13,573	13,519	13,471	9,822	9,910	9,901	9,876	9,886	9,886	9,886	9,886
Hawaii.....	11,436	913	949	960	988	1,027	1,033	993	872	893	926	933	946
Idaho.....	74,997	6,445	6,590	6,492	6,395	6,231	6,292	6,143	6,198	6,013	6,076	6,134	6,142
Illinois.....	\$2,460,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000	\$205,000
Indiana.....	584,913	48,009	48,003	48,668	48,625	48,604	48,710	48,721	48,956	48,983	48,872	49,084	49,378
Iowa.....	383,803	30,957	30,392	30,629	31,215	31,500	31,589	32,311	32,727	32,873	33,231	33,386	33,613
Kansas.....	255,411	21,346	21,187	20,992	20,308	19,992	20,371	20,371	20,371	21,346	21,346	21,346	21,346
Louisiana.....	131,122	10,034	11,171	11,171	11,171	11,171	11,171	11,171	11,171	11,171	11,171	11,171	11,171
Maine.....	25,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378	2,378
Maryland.....	165,119	13,442	13,547	13,511	13,633	13,617	13,801	13,819	13,902	13,799	13,901	14,062	14,185
Massachusetts.....	306,100	24,341	24,640	24,901	25,175	25,213	25,611	25,659	25,734	25,719	25,262	26,568	26,477
Michigan.....	214,604	17,991	18,118	18,580	18,451	17,934	17,654	17,368	16,903	16,942	17,891	18,751	18,921
Minnesota.....	251,559	19,393	19,890	20,105	20,105	20,311	20,695	20,703	20,837	21,295	22,274	22,688	23,923
Mississippi.....	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376	3,376
Missouri.....	1,088,100	85,775	85,775	85,775	85,775	85,775	85,775	85,775	85,775	85,775	85,775	85,775	85,775
Montana.....	38,213	2,405	2,643	2,848	3,149	2,969	3,019	3,045	2,969	3,118	3,253	3,306	3,359
Nebraska.....	144,011	12,422	12,347	12,379	9,977	10,021	10,250	12,722	12,840	12,740	12,773	12,689	12,551
Nevada.....	2,692	470	814	160	168	168	168	168	168	168	168	168	168
New Hampshire.....	15,449	1,920	1,920	1,920	1,920	1,920	1,920	1,920	1,920	1,920	1,920	1,920	1,920
New Jersey.....	137,286	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383
New Mexico.....	137,286	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383	12,383
New York.....	791,617	64,423	64,920	64,682	64,847	64,355	64,335	65,340	65,371	67,573	67,568	68,552	69,613
North Carolina.....	345,598	28,426	28,467	28,291	28,163	27,972	27,715	28,365	31,381	29,614	28,768	29,076	29,980
North Dakota.....	30,199	2,219	2,318	2,312	2,348	2,307	2,307	2,307	2,307	2,307	2,307	2,307	2,307
Ohio.....	353,277	32,353	32,417	32,595	32,595	32,595	32,595	32,595	32,595	32,595	32,595	32,595	32,595
Oklahoma.....	135,058	11,027	10,942	10,921	10,976	11,108	11,219	11,219	11,219	11,432	11,529	11,530	11,510
Oregon.....	4,465,965	\$61,600	\$65,500	\$67,459	\$68,898	\$67,822	\$69,248	\$72,169	\$74,924	\$75,434	\$77,628	\$79,628	\$82,690
Pennsylvania.....	8,094	600	600	600	600	600	600	600	600	600	600	600	600
Rhode Island.....	110,812	8,610	8,736	8,926	9,071	9,179	10,285	10,118	9,865	9,589	9,589	9,589	9,589
South Carolina.....	46,696	4,897	4,897	4,897	4,897	4,897	4,897	4,897	4,897	4,897	4,897	4,897	4,897
South Dakota.....	223,036	20,395	20,747	20,673	20,673	20,383	20,352	17,692	17,692	17,692	17,692	17,692	17,692
Tennessee.....	65,114	5,140	5,261	5,243	5,245	5,276	5,388	5,553	5,581	5,609	5,663	5,660	5,696
Utah.....	38,760	2,509	2,327	2,369	3,209	3,394	3,356	3,283	3,309	3,276	3,276	3,246	3,266
Vermont.....	129,679	8,940	9,718	10,447	10,534	10,795	11,102	10,823	11,043	11,199	11,363	11,918	12,197
Virginia.....	370,865	31,586	31,666	31,635	31,095	30,427	30,490	31,335	31,263	31,263	31,263	31,263	31,263
Washington.....	17,368	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486	1,486
West Virginia.....	44,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359	4,359
Wisconsin.....	52,311	4,636	4,461	4,368	4,434	4,402	4,360	4,300	4,328	4,302	4,207	4,255	4,263
Wyoming.....													

<sup>1</sup> Excludes cost of administration and of hospitalization and burials. Figures not italicized represent payments from Federal, State, and local funds in States administering aid to the blind under plans approved by the Social Security Board. Figures italicized represent payments from Federal, State, and local funds in States administering aid to the blind under State law without Federal participation. States not administering aid to the blind under State law without Federal participation. States not

listed did not administer an aid to the blind program during 1939; information on status of program in Kentucky not available. \* Does not include aid to the blind administered under State law without Federal participation. \* Does not include aid to the blind administered under State law without Federal participation.



to recipients, other factors also influence levels of assistance. The most important is the adequacy of State and local funds for the programs. Insufficient State and local funds are a factor underlying the lower level of assistance payments in States in which the State law prohibits payments to the amount of greatest Federal participation; most of these States, because of limitations of State or State and local funds, are unable to take full advantage of the provisions of the Federal act. In many of the States where a wider range in monthly payments is allowed under State law but where the greatest number of recipients receive monthly payments far less than \$30, State and local funds are not available for larger payments.

### *Influence of State Policies and Procedures*

Variations among the States in administrative policies and procedures affect the value of average payments per recipient as a basis for comparison

of State standards of assistance. The policies of the States regarding the number of persons whose needs the monthly payment is intended to cover are important in this respect. For the fiscal year 1938-39, 15 States<sup>29</sup> reported the policy of making some joint payments for old-age assistance to cover the needs of two eligible individuals who were counted as one recipient. These monthly payments were larger than those intended to cover the needs of only one individual. In 4<sup>30</sup> of the 15 States, joint payments were made to at least one-fifth of all recipients accepted for old-age assistance during the fiscal year.

In most States monthly payments for aid to dependent children, as well as for old-age assistance and aid to the blind, are determined by the application of the budget-deficit principle or some

<sup>29</sup> Alabama, Arkansas, Georgia, Hawaii, Kansas, Louisiana, Maine, Maryland, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wisconsin, and Wyoming.

<sup>30</sup> Arkansas, Kansas, Louisiana, and New Mexico.

**Table 32.—Aid to the blind: Recipients, by States and by months, 1936<sup>1</sup>**

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total</b> .....	37,282	41,102	42,693	42,389	42,738	43,608	42,379	42,968	43,579	44,064	44,542	45,181
Alabama.....		20	20	20	20	40	65	82	107	134	153	167
Arkansas.....	367	386	367	387	398	398	427	446	478	497	526	566
California.....	4,004	4,032	4,089	4,068	4,182	4,259	4,271	4,287	4,366	4,417	4,441	4,516
Colorado.....	631	628	623	614	350	500	561	603	614	634	634	651
Connecticut.....	103	157	108	124	147	239	103	99	106	103	67	126
District of Columbia.....		10	2	11	34	40	47	65	72	84	97	
Florida.....	228	232	234	223	180	195	203	208	174	158	174	212
Idaho.....		134	182	204	209	219	228	237	248	262	262	263
Illinois.....	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000
Indiana.....		306	801	1,079	1,069	1,068	1,066	1,055	1,005	1,044	1,203	1,358
Iowa.....	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900	1,900
Maine.....	1,082	1,080	1,080	1,102	1,089	1,090	1,098	1,106	1,113	1,129	1,144	1,137
Maryland.....		10	10	10	554	548	545	553	567	571	574	574
Massachusetts.....	1,100	1,100	1,100	1,095	1,101	1,076	1,069	1,042	1,042	1,001	971	955
Michigan.....							180	183	191	258	340	385
Minnesota.....	548	546	554	552	550	461	570	407	451	456	461	478
Mississippi.....	817	851	894									
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....		10	29	157	241	384	442	497	524	538	525	503
Nevada.....	6	6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	167	240	249	255	258	264	266	268	272	274	269	272
New Jersey.....	436	435	443	440	461	464	458	460	456	465	460	475
New Mexico.....				20	20	10	19	51	123	133	140	146
New York.....	2,270	2,270	2,266	2,283	2,300	2,267	2,305	2,301	2,315	2,322	2,339	2,349
North Carolina.....		588	566	645	82	20		161	141	128	139	146
North Dakota.....											20	
Oklahoma.....	5,500	5,500	5,500	5,500	5,500	5,500	3,640	3,410	3,518	3,507	3,507	3,544
Oregon.....				20	13	58	121	186	226	259	296	320
Pennsylvania.....	4,425	6,872	7,706	7,878	7,903	8,405	8,698	8,991	9,179	9,421	9,535	9,628
Utah.....	18		94	161	190	203	208	207	210	216	231	236
Vermont.....	80	80	80	86	86	86	125	144	147	149	147	147
Washington.....	60	15	641	654	676	677	710	736	748	743	730	813
West Virginia.....											20	
Wisconsin.....	1,944	2,006	2,051	2,092	2,112	2,125	2,119	2,122	2,090	2,068	2,042	2,034
Wyoming.....	116	126	150	161	163	177	184	188	189	189	183	182

<sup>1</sup> Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1936; information on status of program in Kentucky not available.

<sup>2</sup> Federal funds available but no payments made.

<sup>3</sup> Does not include aid to the blind administered under State law without Federal participation.

<sup>4</sup> No payments made because of change in accounting procedure.



adaptation of that principle. In such States the amount needed to provide essential items, such as food, clothing, shelter, and other necessities, is computed on the basis of standards established by the State and local agencies. After deductions have been made for any income the family may have, the balance represents the budget deficit. In some States which apply this principle the needs of the entire family are considered. In other States, payments for aid to dependent children are intended to cover only the needs of the children in whose behalf aid is granted.

Finally, payments to recipients of old-age assistance, aid to dependent children, and aid to the blind vary from State to State because of differences in State policies regarding supplementation with other types of assistance. In some States,

for instance, allowance is made for medical care in the amount of cash assistance given to recipients; in others, all medical care is paid from general relief or special funds. A few States do not permit any supplementation of payments for the special types of assistance; in other States the extent of supplementation is sizable.

Consideration of all the factors which affect payments to recipients of the special types of public assistance indicates that part of the variation revealed in any attempt to present a comparison of levels of assistance is due to the impossibility of showing entirely comparable data for all States. That the range in payments among the States is so wide, however, is evidence that real differences exist in the amounts which States are willing or able to pay.

Table 33.—*Aid to the blind: Recipients, by States and by months, 1937*<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	46,509	47,258	48,178	48,557	48,558	50,054	49,633	51,028	52,464	53,543	54,896	56,075
Alabama.....				104	158	192	257	249	269	303	331	330
Arizona.....	172	143	148	160	170	177	188	204	223	246	258	264
Arkansas.....	603	610	628	669	690	716	674	696	696	698	691	691
California.....	4,542	4,575	4,640	4,666	4,701	4,761	4,790	4,804	4,895	4,943	5,093	5,199
Colorado.....	643	581	586	585	588	584	586	588	588	573	579	579
Connecticut.....	107	115	166	116	101	158	73	98	88	113	100	84
District of Columbia.....	107	114	121	128	139	143	154	167	162	168	172	181
Florida.....	216	225	227	251	266	254	266	266	266	266	266	207
Georgia.....							21	211	373	540	675	755
Hawaii.....							0	0	0	0	56	66
Idaho.....	264	263	267	271	258	261	265	267	271	269	276	281
Illinois.....	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000	7,000
Indiana.....	1,464	1,568	1,633	1,748	1,863	1,942	1,955	2,008	2,047	2,118	2,159	2,213
Iowa.....	1,981	1,968	1,940	1,986	1,893	1,995						125
Kansas.....								0	15	134	285	273
Louisiana.....	0	0	0	0	0	0	15	210	456	398	516	545
Maine.....	1,148	1,128	1,113	1,112	1,137	1,157	1,171	1,147	1,147	1,136	1,136	1,121
Maryland.....	579	590	602	600	581	587	588	593	595	599	586	578
Massachusetts.....	962	975	957	956	970	973	986	999	1,008	981	989	988
Michigan.....	432	466	492	538	563	587	587	571	580	565	556	551
Minnesota.....	476	487	491	499	509	509	507	507	503	498	489	486
Missouri.....	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Nebraska.....	508	518	527	543	546	549	553	560	558	543	546	550
Nevada.....	6	6	6	6	6	6	6	6	6	6	6	6
New Hampshire.....	273	278	282	284	286	286	281	283	283	285	286	283
New Jersey.....	467	482	476	484	480	491	501	508	517	516	533	546
New Mexico.....	149	152	160	164	171	172	166	169	172	176	184	199
New York.....	2,356	2,368	2,355	2,558	923	1,407	2,039	1,970	2,039	2,118	2,199	2,278
North Carolina.....							490	978	1,305	1,651	1,736	1,816
North Dakota.....	1	3	13	25	33	54	67	71	75	80	85	87
Ohio.....	3,581	3,610	3,641	3,668	3,674	3,689	3,700	3,719	3,738	3,760	3,749	3,759
Oklahoma.....		329	640	930	1,221	1,460	1,656	1,730	1,805	1,865	1,905	1,974
Oregon.....	339	346	367	389	398	405	411	414	410	419	419	420
Pennsylvania.....	9,738	9,892	10,004	10,161	10,308	10,461	10,511	10,672	10,779	10,814	10,832	11,016
Rhode Island.....				60	60	60	60	60	60	60	60	60
South Carolina.....								37	121	256	369	499
Tennessee.....							6	137	282	392	496	597
Utah.....	247	250	250	253	252	254	254	248	246	246	241	248
Vermont.....	147	150	149	149	149	148	157	158	161	166	164	151
Washington.....	815	840	866	412	727	765	830	866	929	946	963	993
West Virginia.....	38	69	243	416	586	663	715	738	743	736	746	758
Wisconsin.....	2,017	2,000	2,003	1,995	1,982	1,980	1,979	1,975	1,976	1,970	1,981	1,985
Wyoming.....	181	185	185	184	180	178	177	174	172	167	167	165

<sup>1</sup> Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under

State law without Federal participation. States not listed did not administer aid to the blind program during 1937; information on status of program in Kentucky not available.

<sup>2</sup> Federal funds available but no payments made.



Table 34.—Aid to the blind: Recipients, by States and by months, 1938<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 15, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	57,424	59,031	60,524	60,507	61,618	62,465	63,050	63,720	64,625	65,084	65,927	66,623
Alabama.....	373	385	410	419	420	431	435	452	466	471	472	474
Arizona.....	259	259	262	262	279	288	289	286	289	288	292	299
Arkansas.....	679	673	603	666	663	657	641	632	632	619	614	617
California.....	5,301	5,433	5,472	5,510	5,586	5,671	5,763	5,831	5,894	5,988	6,066	6,169
Colorado.....	573	581	591	591	593	590	591	602	599	607	612	623
Connecticut.....	181	169	86	199	121	197	155	160	183	174	189	199
District of Columbia.....	184	188	192	197	202	207	209	211	216	219	218	220
Florida.....	141	473	758	1,015	1,267	1,457	1,607	1,795	1,908	2,048	2,144	2,217
Georgia.....	799	878	959	986	1,017	1,054	1,105	1,139	1,170	1,188	1,211	1,223
Hawaii.....	44	47	49	49	62	66	66	64	64	69	68	67
Idaho.....	282	282	278	274	275	278	278	279	282	291	295	300
Illinois.....	7,500	7,500	7,685	7,600	7,709	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana.....	2,247	2,263	2,299	2,328	2,373	2,413	2,417	2,429	2,446	2,464	2,471	2,475
Iowa.....	386	386	367	1,050	1,104	1,138	1,178	1,204	1,224	1,243	1,265	1,279
Kansas.....	512	600	646	681	730	758	816	852	893	935	969	1,006
Louisiana.....	562	580	602	624	659	675	683	689	700	719	729	751
Maine.....	1,117	1,267	1,258	1,258	1,257	1,241	1,250	1,238	1,234	1,240	1,252	1,252
Maryland.....	555	569	575	587	593	597	605	616	615	622	622	625
Massachusetts.....	994	1,027	1,038	1,058	1,063	1,062	1,060	1,074	1,076	1,083	1,085	1,088
Michigan.....	540	545	544	558	570	582	597	615	628	641	659	675
Minnesota.....	496	540	583	615	628	649	670	682	711	730	740	760
Mississippi.....											294	375
Missouri.....	5,000	5,000	5,000	4,100	4,100	4,100	5,964	5,964	5,964	5,900	5,900	5,900
Montana.....	30	30	30	30	29	52	68	83	76	80	87	99
Nebraska.....	571	565	578	570	572	580	590	594	601	597	592	599
Nevada.....	7	7	8	8	8	9	8	8	16	9	8	7
New Hampshire.....	295	296	293	290	294	293	292	294	296	298	303	307
New Jersey.....	539	554	562	568	578	583	582	586	598	598	599	599
New Mexico.....	202	205	206	204	204	203	201	207	202	200	201	199
New York.....	2,320	2,355	2,403	2,423	2,452	2,453	2,520	2,549	2,580	2,588	2,631	2,638
North Carolina.....	1,819	1,807	1,870	1,900	1,948	1,953	1,940	2,016	1,966	1,973	1,951	1,949
North Dakota.....	91	93	100	105	104	106	111	111	116	115	109	109
Ohio.....	3,756	3,751	3,756	3,790	3,821	3,853	3,879	3,899	3,926	3,922	3,923	3,939
Oklahoma.....	2,014	2,048	2,063	2,075	2,056	2,022	2,003	1,989	1,992	1,977	1,982	2,021
Oregon.....	417	423	426	431	439	441	438	436	433	430	435	434
Pennsylvania.....	11,141	11,216	11,295	11,422	11,608	11,686	11,752	11,803	11,894	11,977	12,015	12,028
Rhode Island.....	50	50	50	50	50	50	50	50	50	50	50	50
South Carolina.....	571	646	686	734	775	834	831	819	811	830	829	862
South Dakota.....		2	71	126	154	167	181	196	207	210	215	219
Tennessee.....	660	777	892	975	1,108	1,221	1,272	1,371	1,458	1,448	1,438	1,434
Utah.....	248	243	245	230	224	221	219	216	210	205	202	206
Vermont.....	149	149	149	141	140	139	137	138	137	136	135	135
Virginia.....							30	30	263	332	465	598
Washington.....	1,011	1,021	1,040	1,058	1,019	1,000	1,002	998	1,002	1,012	1,023	1,032
West Virginia.....	752	749	753	749	747	735	736	728	726	731	747	754
Wisconsin.....	1,972	1,970	1,954	1,958	1,960	1,951	1,959	1,958	1,961	1,966	1,966	1,965
Wyoming.....	164	167	170	160	166	162	163	161	159	161	158	162

<sup>1</sup> Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer

an aid to the blind program during 1938; information on status of program in Kentucky not available.

<sup>2</sup> Includes aid to the blind administered under State law without Federal participation.

<sup>3</sup> Federal funds available but no payments made.



Table 35.—Aid to the blind: Recipients, by States and by months, 1939<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 16, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total.....	66,706	67,202	67,445	67,883	67,770	68,253	68,611	69,087	69,143	69,348	69,584	69,919
Alabama.....	480	479	494	502	618	526	641	548	551	548	549	553
Arizona.....	303	310	310	313	308	318	325	327	325	329	330	332
Arkansas.....	619	616	614	619	621	624	632	632	640	643	656	652
California.....	6,189	6,283	6,269	6,340	6,395	6,479	6,654	6,614	6,683	6,736	6,796	6,846
Colorado.....	621	610	616	610	612	610	620	629	628	631	640	644
Connecticut.....	222	229	238	236	226	316	214	248	221	236	246	247
District of Columbia.....	223	223	220	216	209	209	209	212	211	211	209	211
Florida.....	<sup>2</sup> 2,243	<sup>2</sup> 2,310	<sup>2</sup> 2,346	<sup>2</sup> 2,380	<sup>2</sup> 2,406	<sup>2</sup> 2,390	<sup>2</sup> 2,276	<sup>2</sup> 2,228	<sup>2</sup> 2,160	<sup>2</sup> 2,148	<sup>2</sup> 2,169	<sup>2</sup> 2,155
Georgia.....	1,234	1,250	1,253	1,256	983	980	991	987	996	1,002	998	999
Hawaii.....	66	67	67	68	70	69	69	67	69	70	71	70
Idaho.....	294	298	300	292	290	292	287	288	281	283	285	288
Illinois.....	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700	7,700
Indiana.....	2,470	2,493	2,494	2,480	2,475	2,474	2,469	2,472	2,462	2,451	2,447	2,449
Iowa.....	1,298	1,307	1,318	1,341	1,350	1,366	1,393	1,413	1,419	1,431	1,432	1,441
Kansas.....	1,029	1,034	1,035	1,047	1,060	1,087	1,090	1,131	1,142	1,147	1,156	1,166
Louisiana.....	765	819	845	874	895	919	930	950	968	978	984	1,008
Maine.....	1,258	1,258	1,254	1,240	1,239	1,241	1,241	1,236	1,237	1,243	1,245	1,247
Maryland.....	632	635	635	645	646	656	657	659	656	657	668	675
Massachusetts.....	1,112	1,120	1,130	1,140	1,136	1,144	1,146	1,147	1,146	1,164	1,170	1,167
Michigan.....	696	702	724	740	748	757	755	760	754	758	746	739
Minnesota.....	777	793	799	799	809	815	819	827	836	850	861	880
Mississippi.....	436	469	506	538	652	662	581	699	612	630	641	656
Missouri.....	<i>5,648</i>	<i>5,648</i>	<i>5,648</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>	<i>5,655</i>
Montana.....	113	127	129	140	139	143	146	144	152	158	160	169
Nebraska.....	602	605	607	595	603	604	606	629	633	648	644	657
Nevada.....	<i>10</i>	<i>7</i>	<i>7</i>	<i>7</i>	<i>7</i>	<i>7</i>	<i>10</i>	<i>10</i>	<i>10</i>	<i>10</i>	<i>10</i>	<i>10</i>
New Hampshire.....	316	311	312	314	317	317	321	320	316	321	320	326
New Jersey.....	608	614	611	613	619	627	637	637	639	647	653	649
New Mexico.....	198	200	200	201	203	201	207	205	206	210	213	214
New York.....	2,637	2,640	2,644	2,643	2,657	2,657	2,689	2,691	2,705	2,715	2,713	2,732
North Carolina.....	1,943	1,940	1,929	1,922	1,913	1,900	1,933	2,030	1,976	1,941	1,958	1,972
North Dakota.....	113	115	115	117	116	122	126	127	133	135	137	141
Ohio.....	3,946	3,935	3,944	3,935	3,923	3,933	3,952	3,950	3,937	3,931	3,901	3,916
Oklahoma.....	2,004	2,005	2,021	2,027	2,047	2,078	2,110	2,133	2,156	2,156	2,156	2,162
Oregon.....	435	432	431	433	438	444	447	463	467	466	455	455
Pennsylvania.....	<i>12,048</i>	<i>12,160</i>	<i>12,177</i>	<i>12,238</i>	<i>12,198</i>	<i>12,262</i>	<i>12,336</i>	<i>12,445</i>	<i>12,449</i>	<i>12,525</i>	<i>12,589</i>	<i>12,689</i>
Rhode Island.....	<i>50</i>	<i>50</i>	<i>50</i>	<i>50</i>	<i>50</i>	<i>50</i>	<i>55</i>	<i>55</i>	<i>55</i>	<i>54</i>	<i>56</i>	<i>56</i>
South Carolina.....	863	870	880	891	904	936	922	906	878	841	815	807
South Dakota.....	228	232	239	240	236	234	230	223	228	230	230	232
Tennessee.....	1,424	1,415	1,411	1,401	1,389	1,385	1,557	1,690	1,611	1,616	1,615	1,614
Utah.....	203	208	207	208	209	209	213	216	216	217	213	210
Vermont.....	140	132	130	162	163	160	156	159	157	157	166	156
Virginia.....	689	754	750	808	826	851	854	874	894	906	944	967
Washington.....	1,025	1,031	1,033	1,016	999	999	997	996	1,016	1,016	1,026	1,028
West Virginia.....	752	763	766	769	782	801	807	810	815	819	814	814
Wisconsin.....	1,979	1,984	1,961	1,970	1,970	1,979	1,992	1,996	1,998	1,990	1,998	2,012
Wyoming.....	162	151	152	157	154	155	154	156	156	151	154	153

<sup>1</sup> Figures not italicized represent number of recipients in States administering aid to the blind from Federal, State, and local funds under plans approved by the Social Security Board. Figures italicized partly estimated; represent number of recipients in States administering aid to the blind under State law without Federal participation. States not listed did not administer an aid to the blind program during 1939; information on status of program in Kentucky not available.

<sup>2</sup> Includes aid to the blind administered under State law without Federal participation.

<sup>3</sup> Does not include aid to the blind administered under State law without Federal participation.



Table 36.—General relief: Amount of payments to cases<sup>1</sup> in the continental United States, by States and by months, April-December 1937<sup>2</sup>

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total <sup>3</sup> .....	\$35,745,000	\$30,615,000	\$28,226,000	\$29,015,000	\$29,955,000	\$30,274,000	\$30,729,000	\$33,981,000	\$41,243,000
Alabama.....	15,246	15,172	14,763	12,750	11,553	12,758	14,139	15,196	17,586
Arizona.....	<sup>4</sup> 85,000	<sup>4</sup> 78,000	<sup>4</sup> 80,000	62,586	55,698	53,137	41,892	32,450	40,627
Arkansas.....	38,641	46,597	51,221	20,396	22,364	23,069	24,203	24,593	25,031
California.....	2,766,614	2,213,749	1,776,221	2,237,280	2,176,896	2,168,677	2,068,796	2,261,883	2,825,815
Colorado.....	263,000	238,000	204,000	200,000	203,000	192,000	194,000	188,000	197,000
Connecticut.....	413,369	347,023	323,711	315,625	315,608	359,175	392,726	441,256	568,340
Delaware.....	32,045	<sup>4</sup> 16,300	<sup>4</sup> 14,200	13,897	16,298	17,091	17,768	18,901	25,571
District of Columbia.....	90,021	89,006	86,912	68,601	69,565	72,346	71,589	67,881	66,783
Florida.....	44,547	43,914	48,924	51,563	<sup>4</sup> 52,000	<sup>4</sup> 55,000	<sup>4</sup> 50,000	<sup>4</sup> 51,000	<sup>4</sup> 54,000
Georgia.....	79,935	77,854	76,690	70,142	53,021	45,856	47,100	48,168	56,403
Idaho.....	47,000	38,000	37,000	30,000	30,000	30,000	32,000	32,000	35,000
Illinois.....	3,772,143	3,372,463	3,274,642	3,356,784	3,655,354	3,049,779	3,064,570	3,732,961	4,252,469
Indiana.....	433,668	318,405	304,016	323,283	332,142	399,280	438,640	539,245	810,813
Iowa.....	632,181	508,323	460,105	431,273	438,475	448,093	466,234	518,944	695,745
Kansas.....	340,350	278,771	271,222	247,616	201,394	200,409	198,710	214,432	276,049
Kentucky.....	45,000	35,000	40,000	44,000	40,000	40,000	45,000	48,000	49,000
Louisiana.....	136,117	142,468	55,337	114,221	116,317	110,957	98,721	96,005	98,404
Maine.....	280,000	293,000	222,000	210,000	204,000	218,000	237,000	274,000	325,000
Maryland.....	187,896	146,553	126,937	116,804	114,832	122,566	125,014	137,493	159,462
Massachusetts.....	1,627,283	1,383,883	1,309,572	1,410,815	1,468,771	1,561,355	1,615,071	1,957,272	2,546,646
Michigan.....	1,340,723	980,212	859,237	781,713	780,375	878,467	933,803	1,082,686	1,674,300
Minnesota.....	1,036,739	871,314	788,563	785,363	699,627	744,618	852,309	1,052,291	1,308,256
Mississippi.....	<sup>4</sup> 4,700	<sup>4</sup> 5,000	<sup>4</sup> 4,500	4,406	3,292	3,093	3,483	3,604	3,994
Missouri.....	552,625	445,518	427,466	410,608	423,458	440,329	422,079	446,272	495,261
Montana.....	<sup>4</sup> 56,000	<sup>4</sup> 52,000	45,318	45,201	48,664	48,165	49,397	60,268	81,083
Nebraska.....	101,000	74,000	75,000	63,000	74,000	80,000	104,000	97,000	133,000
Nevada.....	15,734	14,303	13,981	13,478	14,602	13,514	10,843	9,793	11,095
New Hampshire.....	190,125	163,589	157,797	156,604	151,948	167,491	183,217	226,487	283,422
New Jersey.....	1,319,704	1,131,516	1,016,612	987,922	1,007,604	1,067,052	1,171,446	1,320,252	1,663,278
New Mexico.....	23,197	15,435	16,814	16,177	17,601	16,104	16,901	20,573	18,057
New York.....	9,798,180	8,791,690	8,136,178	8,358,021	9,095,416	9,337,361	9,395,777	10,354,646	11,384,610
North Carolina.....	59,901	55,886	55,216	38,410	34,357	31,523	30,555	32,661	39,746
North Dakota.....	136,267	119,648	116,950	112,533	120,982	135,964	142,813	159,131	178,321
Ohio.....	1,889,000	1,388,000	937,000	1,072,000	1,213,000	1,074,000	1,161,000	1,310,000	1,753,000
Oklahoma.....	165,000	182,000	188,000	152,000	172,000	162,000	105,000	100,000	101,000
Oregon.....	206,576	175,721	158,672	141,908	116,195	118,444	134,323	170,366	220,755
Pennsylvania.....	5,096,780	4,493,025	4,442,283	4,748,485	4,607,919	4,873,961	4,735,923	4,492,348	5,761,904
Rhode Island.....	222,000	150,000	146,000	182,000	197,000	214,000	234,000	277,000	372,000
South Carolina.....	<sup>4</sup> 8,900	<sup>4</sup> 12,000	<sup>4</sup> 7,000	904	2,671	2,615	5,885	8,622	11,966
South Dakota.....	78,969	64,194	59,504	53,926	62,081	63,391	67,693	83,756	94,294
Tennessee.....	119,000	108,000	120,000	81,000	48,000	33,000	25,600	32,000	34,000
Texas.....	99,000	92,000	89,000	94,000	86,000	80,000	84,000	93,000	100,000
Utah.....	128,323	102,644	94,054	72,158	74,386	76,240	79,126	85,072	99,999
Vermont.....	74,412	63,337	65,943	54,256	52,459	49,503	58,219	58,256	72,833
Virginia.....	<sup>4</sup> 115,000	<sup>4</sup> 105,000	<sup>4</sup> 67,000	90,284	87,248	89,169	96,403	105,118	114,666
Washington.....	475,259	441,770	439,748	415,089	484,013	529,413	548,090	619,600	858,545
West Virginia.....	219,000	193,000	198,000	164,000	154,000	151,000	153,000	157,000	180,000
Wisconsin.....	<sup>4</sup> 851,529	<sup>4</sup> 720,725	<sup>4</sup> 641,607	<sup>4</sup> 543,576	529,982	570,243	675,634	796,755	1,036,467
Wyoming.....	25,654	21,735	18,259	16,521	15,173	16,113	15,623	17,756	22,439

<sup>1</sup> From State and local funds (small amount of Federal funds in some States representing balances of Federal Emergency Relief Administration funds). Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burials.

<sup>2</sup> For January-March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.

<sup>3</sup> Partly estimated.

<sup>4</sup> Estimated.

<sup>5</sup> Includes a negligible amount for services to cases not reportable by definition as general relief.



Table 37.—General relief: Amount of payments to cases<sup>1</sup> in the continental United States, by States and by months, 1938

(Data reported by State agencies, corrected to Jan. 25, 1940)

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
<b>Total 1.</b>	\$476,198,000	\$46,404,000	\$47,207,000	\$47,471,000	\$41,113,000	\$37,337,000	\$36,747,000	\$35,999,000	\$36,244,000	\$35,405,000	\$34,933,000	\$36,476,000	\$40,865,000
Alabama	282,914	25,981	17,795	20,123	20,679	21,890	22,846	22,970	28,767	21,520	22,699	23,212	24,424
Alaska	513,671	45,981	30,278	30,278	24,643	25,064	25,567	40,916	40,916	45,981	45,981	46,734	47,997
Arizona	284,204	25,284	24,560	24,778	24,643	25,064	24,567	24,600	24,255	23,705	12,981	12,286	17,332
California	3,852,044	3,755,007	3,755,007	3,102,008	3,492,867	3,102,266	2,850,145	2,800,333	2,850,145	2,659,331	2,611,539	2,611,539	3,231,084
Colorado 1	2,044,000	157,000	174,000	170,000	167,000	188,000	155,000	157,000	156,000	150,000	164,000	184,000	195,000
Connecticut	6,342,659	613,706	682,638	643,370	694,143	578,008	598,304	561,811	554,142	665,238	539,926	524,022	602,121
Delaware	3,770,000	27,793	30,245	31,968	35,425	27,240	27,015	36,814	37,995	37,995	37,995	37,995	37,995
District of Columbia	6,982,574	49,540	46,835	50,720	48,083	54,209	55,716	60,270	60,660	62,255	65,965	68,392	70,984
Florida	557,273	55,048	46,395	50,333	45,224	43,915	43,291	43,816	43,989	43,666	44,919	43,654	48,118
Georgia	489,000	45,000	53,000	53,000	46,000	46,000	38,000	37,000	37,000	30,000	31,000	31,000	53,000
Idaho 1	47,542,770	4,854,012	4,439,405	4,534,686	4,035,993	4,333,222	3,261,901	3,553,083	4,035,993	3,740,236	3,811,515	4,000,298	4,307,244
Illinois	2,684,689	1,771,270	1,771,270	1,715,566	1,557,846	1,557,846	1,405,365	1,405,365	1,405,365	1,397,205	1,395,946	1,395,946	1,395,946
Iowa	2,762,508	290,182	271,837	265,208	222,321	195,615	181,011	180,588	180,588	180,588	216,317	245,242	281,116
Kansas	535,000	51,000	51,000	51,000	41,000	41,000	45,000	36,000	38,000	42,000	42,000	48,000	48,000
Kentucky 1	1,198,566	103,772	98,772	94,175	93,322	96,983	98,977	96,435	98,969	99,335	102,689	106,095	111,371
Louisiana	3,187,524	330,059	342,059	341,562	315,255	296,777	232,805	203,787	184,434	204,132	217,353	241,884	257,232
Maine	24,932,718	2,535,354	2,395,330	2,450,339	2,113,440	1,942,741	1,800,143	1,825,454	1,902,453	1,735,575	1,605,938	1,694,854	1,857,819
Massachusetts	27,139,000	2,686,876	3,485,223	3,529,209	3,038,957	2,540,292	2,379,483	2,237,284	1,834,968	1,229,718	1,165,775	1,168,310	1,432,935
Michigan	12,260,000	1,455,183	1,414,497	1,254,717	1,005,873	858,852	835,065	777,245	782,442	890,243	874,649	1,024,979	1,103,705
Minnesota	47,817	4,266	4,350	4,416	4,129	3,951	3,843	3,785	3,821	3,883	3,778	3,774	3,801
Mississippi	1,101,626	526,246	535,974	512,211	452,137	394,466	353,525	337,503	313,111	317,094	337,503	370,730	400,040
Montana	1,257,960	149,109	139,292	120,557	102,570	84,023	82,962	72,679	84,850	74,726	94,937	108,778	129,588
Nebraska	1,117,539	11,748	11,450	13,146	9,053	8,891	9,479	10,264	9,433	8,261	7,915	8,513	9,356
Nevada	2,839,063	298,540	273,649	290,298	239,408	214,652	203,540	222,104	224,248	218,551	205,305	217,732	246,128
New Hampshire	21,677,877	1,992,215	1,991,623	2,115,359	1,922,283	1,676,858	1,697,616	1,703,309	1,681,469	1,661,290	1,683,869	1,722,591	1,860,252
New Jersey	148,961	10,295	15,277	12,490	12,215	12,805	14,005	14,656	16,147	7,613	7,429	7,357	9,409
New Mexico	125,675,076	12,230,811	12,302,311	11,827,761	10,677,714	9,894,307	9,702,731	9,567,243	9,623,418	9,583,122	9,441,421	9,959,282	10,826,254
North Carolina	416,681	43,000	39,623	37,693	34,923	33,828	38,247	33,135	31,106	29,759	26,333	27,594	34,626
North Dakota	1,211,124	171,455	135,953	119,448	119,448	93,674	88,724	74,476	68,318	62,668	67,906	56,545	93,938
Ohio	2,128,580	2,135,224	2,404,060	2,592,165	2,076,365	1,752,577	1,585,487	1,441,386	1,582,641	1,497,191	1,419,311	1,469,791	1,695,381
Oklahoma 1	1,844,000	128,000	140,000	165,000	163,000	204,000	236,000	228,000	174,000	114,000	117,000	98,000	90,000
Oregon	76,235,634	6,116,415	6,116,415	6,116,415	6,116,415	5,873,826	5,873,826	6,248,257	6,248,257	6,248,257	6,248,257	6,248,257	7,011,089
Pennsylvania	3,220,000	340,000	391,000	310,000	248,000	241,000	288,000	248,000	245,000	287,000	226,000	215,000	281,000
Rhode Island 1	340,043	15,486	13,512	20,333	21,472	23,615	44,766	48,559	33,066	30,273	28,696	28,006	27,354
South Carolina	824,909	96,163	93,717	82,012	66,955	59,703	54,326	50,769	55,453	57,605	56,399	72,466	79,616
South Dakota	384,000	32,000	41,000	37,000	30,000	24,000	22,000	22,000	23,000	24,000	23,000	26,000	30,000
Tennessee 1	1,901,843	112,203	112,203	104,013	71,801	66,446	61,164	55,837	55,837	55,837	55,837	55,837	55,837
Utah	810,089	91,837	76,448	77,621	73,152	65,224	64,685	60,437	66,337	58,810	60,423	59,808	70,908
Vermont	1,219,773	122,368	119,554	124,789	114,033	110,267	112,857	104,302	107,116	70,962	67,853	77,172	87,480
Virginia	5,028,972	849,748	926,757	878,757	801,911	728,071	728,071	728,071	728,071	728,071	728,071	728,071	728,071
Washington	2,536,315	212,452	215,664	215,664	212,452	239,092	266,062	266,062	266,062	266,062	266,062	266,062	266,062
West Virginia	10,415,183	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340	1,181,340
Wisconsin	1,271,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173
Wyoming	1,271,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173	127,173

\* Partly estimated.

† Estimated.

<sup>1</sup> From State and local funds (small amounts of Federal funds in some States representing balances of Federal Emergency Relief Administration funds). Excludes cost of administration; of materials, hospitalization, and other items incident to operation of work-relief programs; and of special programs, equipment, and burials.



Table 38.—General relief: Amount of payments to cases<sup>1</sup> in the continental United States, by States and by months, 1939

[Data reported by State agencies, corrected to Jan. 26, 1940]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Total <sup>1</sup> .....	\$81,723,000	\$43,679,000	\$46,027,000	\$46,080,000	\$41,277,000	\$50,236,000	\$37,050,000	\$30,271,000	\$38,241,000	\$38,655,000	\$38,711,000	\$38,259,000	\$38,728,000
Alabama.....	249,706	25,892	25,291	22,624	19,436	18,615	18,403	19,095	19,697	18,347	21,425	20,621	20,820
Alaska.....	25,932	25,932	4,426	35,104	35,104	35,924	36,228	36,228	36,227	35,905	36,227	36,227	36,228
Arizona.....	219,607	18,677	18,411	17,866	18,430	18,660	18,355	18,366	18,366	17,819	18,042	18,182	18,408
Arkansas.....	47,652,120	3,854,156	4,230,760	4,346,717	4,133,657	3,783,069	3,101,109	4,044,457	3,691,288	3,736,182	3,900,933	4,124,298	4,626,566
California.....	2,348,378	256,018	256,018	227,263	184,174	187,403	165,656	159,461	169,060	164,449	159,790	159,790	159,790
Colorado.....	6,877,811	645,314	642,756	710,083	621,144	670,638	607,991	656,834	638,285	634,339	614,700	614,700	615,284
Connecticut.....	444,339	51,442	56,270	61,714	40,905	45,607	40,289	36,522	37,672	38,562	41,056	43,627	34,072
Delaware.....	514,034	52,605	53,477	53,477	51,523	53,762	56,500	58,071	64,484	65,619	65,235	67,650	66,996
District of Columbia.....	52,605	53,477	53,477	53,477	51,523	53,762	56,500	58,071	64,484	65,619	65,235	67,650	66,996
Florida.....	42,435	46,333	43,406	42,132	39,638	36,136	37,270	29,008	30,414	30,414	31,012	32,872	32,560
Georgia.....	371,148	40,000	40,000	42,132	42,132	39,638	37,270	29,008	30,414	30,414	31,012	32,872	32,560
Ideaho.....	45,422,953	3,479,934	4,687,683	4,765,659	4,421,837	4,016,975	3,271,000	2,524	24,469	24,469	24,472	28,235	31,373
Illinois.....	8,326,006	904,043	880,907	840,767	840,767	840,767	840,767	840,767	840,767	840,767	840,767	840,767	840,767
Indiana.....	6,206,111	529,141	529,141	529,141	529,141	529,141	529,141	529,141	529,141	529,141	529,141	529,141	529,141
Iowa.....	3,284,161	327,416	327,416	311,771	294,417	249,087	230,271	217,953	249,087	249,087	249,087	249,087	249,087
Kansas.....	5,536,000	51,000	45,000	50,000	48,000	43,000	42,000	41,000	40,000	40,000	40,000	40,000	40,000
Kentucky.....	1,284,201	109,232	104,657	108,653	103,991	101,905	100,912	100,644	99,448	101,585	101,643	101,643	101,643
Louisiana.....	2,794,910	295,310	280,536	295,302	266,752	232,364	200,630	177,271	177,271	181,850	181,850	181,850	181,850
Maine.....	2,576,476	276,668	295,559	295,223	245,314	179,684	177,271	181,850	181,850	181,850	181,850	181,850	181,850
Maryland.....	22,092,584	2,019,377	1,901,163	2,127,010	1,757,249	1,753,001	1,638,568	1,600,992	1,736,207	1,765,037	1,796,038	1,852,795	1,971,597
Massachusetts.....	17,835,865	1,728,148	1,911,889	1,943,131	1,653,864	1,428,907	1,257,787	1,032,744	1,186,394	1,316,899	1,469,625	1,619,477	1,837,000
Michigan.....	12,632,286	1,275,032	1,311,481	1,310,663	1,126,133	973,846	917,992	844,838	901,633	944,992	988,409	1,033,895	1,048,171
Minnesota.....	50,830	3,553	4,080	4,201	3,969	4,293	3,974	3,678	3,512	3,469	3,469	3,469	3,469
Missouri.....	4,374,509	419,822	461,268	484,394	440,607	417,123	408,522	368,370	281,949	267,521	272,627	300,133	327,847
Montana.....	965,162	124,377	146,650	125,905	158,165	105,153	98,684	91,242	102,729	107,763	110,410	111,176	124,990
Nebraska.....	1,405,162	141,444	166,522	141,444	158,165	105,153	98,684	91,242	102,729	107,763	110,410	111,176	124,990
Nevada.....	2,430,639	253,442	236,550	252,834	225,242	203,729	173,717	168,114	140,702	153,654	166,703	175,458	190,733
New Hampshire.....	1,880,385	1,940,837	1,816,662	1,583,618	1,463,147	1,385,882	1,385,882	1,348,842	1,343,367	1,393,196	1,359,110	1,332,593	1,360,000
New Jersey.....	15,320,669	1,890,385	1,940,837	1,816,662	1,583,618	1,463,147	1,385,882	1,348,842	1,343,367	1,393,196	1,359,110	1,332,593	1,360,000
New Mexico.....	156,373	9,392	13,690	15,362	12,708	13,198	15,244	11,956	12,435	13,691	13,537	13,574	13,574
New York.....	122,027,197	11,426,657	11,084,665	11,869,178	10,853,823	10,316,226	9,817,073	9,404,688	9,040,011	9,311,691	9,662,260	9,449,195	9,692,040
North Carolina.....	354,070	35,070	35,070	35,070	35,070	35,070	35,141	35,822	35,226	35,702	38,050	37,288	38,553
North Dakota.....	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900
Ohio.....	2,303,774	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900	1,806,900
Oklahoma.....	1,708,000	97,485	196,667	207,106	182,852	156,084	136,878	125,878	136,878	136,878	136,878	136,878	136,878
Oregon.....	912,998	97,485	196,667	207,106	182,852	156,084	136,878	125,878	136,878	136,878	136,878	136,878	136,878
Pennsylvania.....	93,315,598	7,308,301	8,004,798	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932	7,465,932
Rhode Island.....	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000	310,000
South Carolina.....	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711	27,711
South Dakota.....	538,178	56,254	65,598	87,027	72,581	65,188	54,269	48,662	54,458	58,298	70,700	74,148	71,000
Tennessee.....	321,000	31,000	30,000	30,000	27,000	23,000	22,000	21,000	25,000	25,000	26,000	30,000	31,000
Texas.....	1,383,713	143,700	143,400	148,300	133,272	128,868	107,460	104,441	117,245	152,508	166,199	124,965	123,647
Utah.....	1,362,556	79,391	92,979	104,111	86,550	68,763	59,999	49,892	48,744	54,975	60,481	61,770	61,925
Vermont.....	778,772	91,713	91,713	91,713	91,713	91,713	91,713	91,713	91,713	91,713	91,713	91,713	91,713
Virginia.....	983,379	456,304	456,304	456,304	456,304	456,304	456,304	456,304	456,304	456,304	456,304	456,304	456,304
Washington.....	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424	210,424
West Virginia.....	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424	1,619,424
Wyoming.....	12,405,166	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600	1,146,600
Wyoming.....	377,397	60,774	62,888	62,325	38,161	27,554	26,842	26,072	24,682	19,149	18,331	19,448	22,420

<sup>1</sup> From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Figures for July-December do not include obligations incurred for medical care amounting to \$38,492.

<sup>3</sup> Figures for April-December do not include obligations incurred for medical care amounting to \$73,576.

<sup>4</sup> Estimated.



Table 39.—General relief: Cases receiving assistance in the continental United States, by States and by months, April-December 1937<sup>1</sup>

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	April	May	June	July	August	September	October	November	December
Total <sup>1</sup> .....	1,550,000	1,382,000	1,277,000	1,257,000	1,271,000	1,265,000	1,270,000	1,368,000	1,626,000
Alabama.....	1,864	1,820	1,747	1,459	1,256	1,321	1,372	1,537	2,176
Arizona.....	<sup>2</sup> 4,800	<sup>2</sup> 4,700	<sup>2</sup> 4,600	3,989	3,883	3,579	3,189	2,561	2,373
Arkansas.....	6,642	7,622	8,478	8,487	8,658	7,381	6,839	3,974	4,064
California.....	99,649	84,937	76,307	78,166	80,676	78,733	74,015	80,391	97,211
Colorado <sup>3</sup> .....	14,600	13,200	12,700	12,100	12,000	12,000	12,200	12,600	13,800
Connecticut.....	17,805	16,110	15,043	14,511	14,199	14,960	14,695	17,709	20,351
Delaware.....	1,841	<sup>2</sup> 860	<sup>2</sup> 810	826	899	932	1,030	1,220	1,537
District of Columbia.....	3,783	3,979	3,625	3,182	3,107	3,034	2,909	2,699	2,638
Florida.....	7,700	7,879	8,263	8,420	<sup>2</sup> 8,500	<sup>2</sup> 9,200	<sup>2</sup> 8,200	<sup>2</sup> 8,600	<sup>2</sup> 8,600
Georgia.....	15,311	15,013	14,929	11,973	9,507	8,019	7,237	7,143	8,030
Idaho <sup>3</sup> .....	3,000	2,700	2,800	2,400	2,400	2,400	2,400	2,400	2,700
Illinois <sup>4</sup> .....	167,607	149,479	144,702	149,952	154,930	156,285	155,904	160,478	182,708
Indiana.....	35,345	28,992	27,427	28,660	29,355	30,459	32,709	39,492	52,943
Iowa.....	37,057	31,210	28,091	26,780	26,706	26,750	26,841	28,979	35,590
Kansas.....	25,034	21,867	20,851	20,293	15,735	15,264	14,743	15,621	18,757
Kentucky <sup>3</sup> .....	4,800	4,000	3,900	5,900	5,800	5,200	5,800	6,200	6,800
Louisiana.....	9,588	9,979	9,419	8,468	8,038	7,368	7,173	7,021	7,115
Maine <sup>3</sup> .....	11,700	11,100	9,600	9,300	9,000	9,700	10,000	12,300	13,900
Maryland.....	8,709	6,959	4,741	5,001	5,195	5,548	5,945	6,168	7,351
Massachusetts.....	58,311	52,349	51,320	54,410	56,116	57,377	59,511	69,250	81,660
Michigan.....	64,457	50,781	43,771	40,166	38,164	37,530	37,940	43,440	65,887
Minnesota.....	38,927	34,895	30,920	29,639	27,750	28,324	30,701	36,613	44,782
Mississippi.....	<sup>2</sup> 400	<sup>2</sup> 830	<sup>2</sup> 800	889	889	713	680	1,026	1,136
Missouri.....	51,584	46,393	42,319	41,430	40,025	41,800	42,670	45,615	52,227
Montana.....	<sup>2</sup> 3,000	<sup>2</sup> 2,600	3,282	3,356	3,600	3,438	3,466	3,368	3,646
Nebraska <sup>3</sup> .....	8,600	6,900	6,100	6,000	6,300	6,900	7,600	7,800	9,000
Nevada.....	1,023	962	945	894	908	878	826	844	751
New Hampshire.....	7,763	6,966	6,618	6,407	6,575	6,789	7,287	8,455	9,943
New Jersey.....	58,552	51,295	46,313	45,416	46,408	47,830	50,363	55,906	66,952
New Mexico.....	<sup>2</sup> 2,900	2,453	2,413	2,366	2,440	2,378	2,453	2,462	2,507
New York.....	265,249	244,593	224,957	228,822	238,304	240,698	241,186	253,157	283,179
North Carolina.....	12,580	11,994	11,343	7,997	6,715	5,946	5,516	5,796	6,858
North Dakota.....	8,258	7,099	6,863	6,741	6,905	7,441	8,028	8,818	10,213
Ohio <sup>3</sup> .....	98,200	78,100	58,200	60,900	61,900	58,100	61,200	72,000	96,900
Oklahoma <sup>3</sup> .....	33,800	35,800	37,000	34,000	40,000	33,100	24,400	24,800	26,000
Oregon <sup>4</sup> .....	10,750	9,331	8,270	7,559	6,419	6,461	7,146	9,727	12,880
Pennsylvania.....	176,240	163,454	155,425	160,003	164,762	165,418	165,006	160,838	189,042
Rhode Island <sup>3</sup> .....	9,300	7,900	6,800	7,300	7,700	8,600	8,900	10,300	13,300
South Carolina.....	<sup>2</sup> 3,200	<sup>2</sup> 2,700	<sup>2</sup> 1,600	220	698	283	455	738	1,043
South Dakota.....	6,146	5,204	4,715	4,350	4,863	4,920	5,081	5,721	6,889
Tennessee <sup>3</sup> .....	19,600	17,400	18,000	13,300	9,900	5,700	4,100	4,400	4,800
Texas <sup>3</sup> .....	11,600	11,400	10,600	10,300	9,200	8,500	8,500	9,500	11,900
Utah.....	6,240	5,203	4,696	3,446	3,397	3,402	3,378	3,592	4,496
Vermont.....	3,446	3,063	3,069	2,414	2,273	2,282	2,686	2,718	3,376
Virginia.....	<sup>2</sup> 16,200	<sup>2</sup> 15,200	<sup>2</sup> 14,400	13,181	13,376	13,430	13,398	14,405	15,276
Washington.....	30,882	27,445	26,232	25,043	26,260	27,877	29,285	36,507	45,692
West Virginia <sup>3</sup> .....	21,300	20,400	19,600	16,700	15,700	15,200	15,200	15,400	18,100
Wisconsin.....	40,217	35,818	31,336	28,312	26,971	27,775	31,216	35,824	44,688
Wyoming.....	1,813	1,262	1,102	987	921	961	924	1,072	1,487

<sup>1</sup> For January-March 1937 see Works Progress Administration, *General Relief Statistics for the Fifteen-Month Period January 1936 through March 1937*.<sup>2</sup> Partly estimated.<sup>3</sup> Estimated.<sup>4</sup> Includes a negligible number of cases receiving services not reportable by definition as general relief.



Table 40.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1938

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total <sup>1</sup>	1,893,000	1,996,000	1,994,000	1,815,000	1,666,000	1,648,000	1,610,000	1,581,000	1,526,000	1,496,000	1,518,000	1,631,000
Alabama	3,044	1,930	2,053	2,157	2,243	2,464	4,160	3,839	2,469	2,490	2,523	2,646
Arizona	2,564	2,824	2,885	2,811	2,783	2,857	3,030	3,169	3,169	3,022	3,085	3,371
Arkansas	4,125	4,181	4,133	4,094	4,130	4,171	4,203	4,163	4,073	3,753	3,662	3,773
California	114,714	124,580	132,231	122,680	110,320	102,426	100,375	98,761	92,154	91,326	92,851	107,091
Colorado <sup>2</sup>	12,000	15,200	14,400	13,400	14,400	10,900	10,200	10,700	10,200	11,000	11,400	12,900
Connecticut	23,135	23,289	23,773	23,423	23,815	24,504	23,891	23,023	22,704	21,723	21,449	22,321
Delaware	1,992	2,118	2,046	1,791	1,550	2,013	1,987	2,036	2,248	2,402	2,139	2,239
District of Columbia	2,496	2,512	2,626	2,446	2,353	2,232	1,675	1,489	1,437	1,414	1,433	1,530
Florida	8,252	7,904	7,895	7,826	8,049	9,395	9,175	9,164	9,041	8,743	8,647	8,491
Georgia	8,359	8,202	7,916	7,495	7,364	7,283	7,146	6,991	6,959	6,832	6,941	7,331
Idaho <sup>1</sup>	2,900	3,300	3,200	2,900	2,800	2,700	2,700	2,700	2,600	2,600	2,600	3,100
Illinois	193,606	195,503	199,631	185,499	173,777	167,169	163,487	164,601	164,278	165,374	167,701	178,377
Indiana	69,040	75,510	78,889	67,058	60,160	56,036	61,555	49,075	49,212	49,531	53,450	57,079
Iowa	40,520	41,533	39,762	34,039	28,738	27,497	26,471	26,148	25,272	24,507	26,441	30,537
Kansas	20,343	19,513	18,481	16,955	15,661	14,789	14,303	15,478	16,105	16,955	18,206	19,894
Kentucky <sup>1</sup>	6,900	6,500	5,900	5,700	5,700	6,000	5,900	5,800	5,300	5,200	6,400	6,300
Louisiana	7,485	7,152	7,127	7,213	7,217	7,333	7,232	7,326	7,398	7,623	7,823	8,182
Maine	14,610	14,910	14,805	14,332	12,636	11,535	10,550	9,550	9,981	10,239	11,053	12,279
Maryland	8,720	9,758	9,870	9,271	8,103	8,180	8,545	8,907	9,427	10,006	9,436	10,502
Massachusetts	88,077	85,010	83,779	78,046	72,600	71,334	69,731	66,515	64,119	60,884	62,221	66,313
Michigan	117,799	148,006	161,213	139,207	123,561	113,640	109,562	100,069	67,656	58,896	58,107	66,105
Minnesota	49,834	52,588	50,345	42,283	37,299	35,167	32,676	32,167	33,606	34,759	39,097	44,704
Mississippi	1,192	1,368	1,265	1,247	1,061	946	846	971	883	936	972	1,392
Missouri	58,437	57,943	55,694	45,514	42,631	41,414	36,496	31,379	30,634	31,249	32,167	35,653
Montana	6,854	7,890	8,891	7,448	5,994	7,382	7,001	5,651	4,965	4,967	5,376	6,270
Nebraska	11,184	11,025	9,635	7,745	6,818	6,351	5,897	6,554	7,124	7,308	8,055	9,610
Nevada	953	856	951	660	669	647	752	716	697	697	697	685
New Hampshire	10,735	10,264	9,779	9,402	8,775	8,713	8,220	7,941	8,104	7,900	8,063	8,731
New Jersey	81,483	85,353	87,991	84,700	76,800	75,300	76,600	75,300	72,800	71,100	70,500	74,900
New Mexico	2,670	2,422	2,178	1,978	1,990	2,045	2,265	2,376	1,597	1,369	1,419	1,645
New York	309,652	322,648	319,297	305,084	289,821	278,505	273,467	273,646	274,670	266,582	274,701	287,824
North Carolina	7,458	7,735	7,099	6,693	6,854	6,083	6,155	5,695	5,422	4,525	4,918	6,111
North Dakota	10,466	9,573	8,939	7,859	6,299	5,472	4,837	4,521	4,054	4,504	5,503	5,860
Ohio	120,971	137,134	144,777	122,981	108,638	101,869	100,257	98,140	92,090	83,904	82,715	86,737
Oklahoma <sup>1</sup>	29,900	35,500	35,800	35,900	37,400	42,100	45,000	42,000	33,400	30,800	27,100	26,200
Oregon	14,627	14,222	13,959	12,999	11,154	9,584	9,160	9,205	8,991	10,072	12,532	14,123
Pennsylvania	231,685	238,487	218,767	217,238	218,467	228,045	231,243	232,991	243,867	241,681	231,525	236,937
Rhode Island <sup>1</sup>	12,900	12,000	11,700	10,900	11,000	11,000	11,000	10,700	10,600	9,600	8,800	9,600
South Carolina	1,444	1,768	1,874	1,941	2,212	3,348	3,757	2,954	2,832	2,771	2,746	2,811
South Dakota	7,212	6,894	6,290	6,354	4,695	4,177	3,970	3,975	4,364	4,085	4,782	5,165
Tennessee <sup>1</sup>	5,400	5,900	5,400	4,600	4,100	3,800	3,500	3,500	3,500	3,700	4,200	5,200
Texas	14,000	13,800	13,970	13,020	13,190	12,740	11,820	12,550	12,100	12,500	12,800	14,250
Utah	5,247	5,480	5,184	3,733	3,301	3,074	3,081	3,113	3,023	2,946	3,062	3,535
Vermont	4,013	3,610	3,799	3,442	3,089	2,876	2,611	2,510	2,529	2,694	2,738	3,140
Virginia	16,599	16,877	17,059	16,438	16,087	15,725	15,376	15,101	9,023	8,675	8,905	9,444
Washington	48,740	52,017	48,730	24,823	19,231	17,507	16,163	15,920	15,254	16,273	19,274	25,762
West Virginia	22,624	23,688	24,078	21,763	23,985	24,763	20,843	21,556	22,142	21,937	21,664	22,185
Wisconsin	54,517	57,372	55,657	49,141	44,616	42,452	39,930	39,440	30,380	42,727	44,843	48,943
Wyoming	1,849	2,172	2,150	1,933	1,678	1,412	1,307	1,329	1,371	1,313	1,705	2,379

<sup>1</sup> Partly estimated.<sup>2</sup> Estimated.



Table 41.—General relief: Cases receiving assistance in the continental United States, by States and by months, 1939

[Data reported by State agencies, corrected to Jan. 25, 1940]

State	January	February	March	April	May	June	July	August	September	October	November	December
Total <sup>1</sup> .....	1,772,000	1,844,000	1,851,000	1,724,000	1,644,000	1,568,000	1,639,000	1,583,000	1,670,000	1,633,000	1,565,000	1,567,000
Alabama.....	2,733	2,716	2,492	2,178	2,047	2,019	2,067	2,142	2,193	2,175	2,259	2,284
Arizona.....	3,734	3,560	2,936	2,810	2,924	2,888	2,902	2,951	2,808	2,773	2,723	2,788
Arkansas.....	3,875	3,869	3,790	3,839	3,915	3,866	3,833	3,859	3,809	3,750	3,777	3,900
California.....	124,444	138,342	141,837	137,156	127,596	123,127	123,569	124,017	132,043	134,523	138,980	149,103
Colorado.....	17,830	18,104	16,193	15,827	13,534	13,534	12,049	12,526	14,065	13,817	13,923	14,057
Connecticut.....	24,346	24,811	25,454	24,006	22,187	20,669	20,177	21,872	21,257	20,077	19,418	18,807
Delaware.....	2,484	2,693	2,478	2,081	1,801	1,452	1,411	1,470	1,553	1,711	1,589	1,645
District of Columbia.....	1,609	1,727	1,792	1,764	1,677	1,564	1,456	1,489	1,528	1,600	1,694	1,761
Florida.....	7,851	7,835	7,913	7,505	7,797	8,070	8,341	9,234	9,614	9,553	10,222	10,140
Georgia.....	7,328	7,081	6,893	6,451	6,273	5,933	6,036	6,257	6,125	6,176	6,358	6,551
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Idaho.....	13,400	13,300	12,800	12,500	12,200	12,100	1,916	1,893	1,875	1,854	1,960	2,138
Illinois.....	189,860	197,688	199,794	191,657	187,789	186,684	179,816	174,649	173,208	169,319	162,884	161,930
Indiana.....	63,864	65,093	60,881	53,819	49,035	45,933	44,728	47,475	56,550	55,913	52,522	49,168
Iowa.....	33,612	34,344	35,586	32,224	28,651	27,202	26,563	28,742	32,021	30,598	29,800	32,538
Kansas.....	22,398	23,512	22,806	20,381	19,398	18,633	17,962	18,998	23,878	23,668	25,170	28,231
Kentucky <sup>2</sup> .....	6,400	5,400	5,600	5,300	4,700	5,100	5,000	5,400	5,100	5,700	5,500	4,900
Louisiana.....	8,285	8,344	8,303	8,044	7,891	7,829	7,822	7,792	7,990	8,028	8,075	8,883
Maine.....	12,838	12,748	12,816	12,431	11,280	10,131	9,122	8,752	9,008	9,185	9,898	11,650
Maryland.....	11,585	12,163	12,182	11,013	9,747	7,659	7,522	8,114	8,457	8,467	8,679	9,146
Massachusetts.....	72,165	72,034	73,882	69,294	64,925	63,117	62,797	66,203	70,326	68,153	68,452	68,018
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Michigan.....	77,405	84,553	86,304	79,291	70,696	61,874	53,869	56,944	64,546	67,653	67,311	68,600
Minnesota.....	48,043	49,779	50,812	45,817	40,769	37,787	35,141	36,033	38,952	40,315	39,638	41,759
Mississippi.....	1,223	1,111	977	998	1,014	1,013	920	907	1,081	986	1,125	1,551
Missouri.....	37,113	39,423	40,006	39,033	38,371	36,650	32,707	25,156	23,108	23,541	23,786	25,061
Montana.....	8,049	9,304	8,759	7,452	5,985	5,161	4,581	3,889	3,955	4,352	4,679	4,516
Nebraska.....	11,561	12,278	11,583	9,982	9,257	8,416	7,801	8,544	9,887	9,823	9,407	10,032
Nevada.....	691	634	711	631	540	550	792	732	710	706	760	798
New Hampshire.....	9,163	9,219	9,284	9,017	8,179	7,659	6,945	6,632	7,326	7,380	7,435	7,620
New Jersey <sup>2</sup> .....	80,400	82,400	75,900	71,100	66,600	61,900	60,100	59,000	64,700	60,800	56,600	56,000
New Mexico.....	1,777	2,035	2,211	2,069	2,101	2,192	1,883	1,931	2,001	2,067	2,021	1,952
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New York.....	302,402	310,686	313,864	298,785	292,166	275,179	265,937	263,720	268,218	273,708	264,365	266,028
North Carolina.....	6,041	6,681	6,774	6,123	5,971	5,932	4,985	5,796	5,940	5,911	5,911	6,404
North Dakota.....	6,731	6,736	6,640	5,678	4,909	4,613	4,424	4,198	4,119	4,613	5,206	5,074
Ohio.....	96,606	106,045	101,574	89,957	89,033	89,958	95,536	110,968	110,761	111,638	100,271	94,161
Oklahoma <sup>2</sup> .....	21,800	17,000	19,000	15,000	16,000	16,500	12,100	13,600	14,000	14,200	14,200	13,500
Oregon.....	13,843	13,883	13,756	12,127	10,342	8,775	7,973	7,993	7,831	8,831	10,300	11,248
Pennsylvania.....	260,672	272,728	281,708	273,989	272,322	264,153	279,548	300,355	319,065	287,872	244,731	224,626
Rhode Island <sup>2</sup> .....	11,400	11,800	12,400	11,600	10,700	10,000	10,400	10,700	11,800	10,900	10,400	10,600
South Carolina.....	2,787	2,805	2,772	2,693	2,678	2,832	2,565	2,471	2,357	2,284	2,189	2,185
South Dakota.....	5,817	6,433	6,136	5,259	4,562	4,072	3,792	3,856	4,295	4,805	4,958	5,100
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Tennessee <sup>2</sup> .....	5,200	5,400	5,500	5,400	4,800	4,000	3,900	4,300	4,300	4,200	4,400	4,300
Texas.....	15,700	15,975	16,300	14,975	15,009	13,529	12,538	12,437	12,141	12,129	12,653	13,227
Utah.....	4,153	4,862	5,265	5,085	5,011	5,020	5,157	5,721	6,717	6,595	5,850	5,775
Vermont.....	3,529	3,480	3,545	3,316	2,940	2,669	2,520	2,304	2,456	2,066	2,748	2,760
Virginia.....	9,694	10,057	10,292	9,600	9,072	8,702	8,238	8,224	8,053	8,157	8,157	8,285
Washington.....	31,682	34,187	33,368	17,337	12,020	12,660	13,956	16,642	17,690	17,067	20,353	23,707
West Virginia.....	22,355	22,714	21,451	19,646	17,721	14,137	11,000	10,780	10,728	10,956	10,775	12,223
Wisconsin.....	52,718	53,575	54,223	51,552	48,217	44,750	43,748	44,304	49,743	49,958	49,421	50,609
Wyoming.....	2,765	2,968	2,879	2,137	1,628	1,465	1,549	1,484	1,189	1,168	1,287	1,531

<sup>1</sup> Partly estimated.<sup>2</sup> Estimated.<sup>3</sup> Not all cases receiving medical care only are included.<sup>4</sup> Does not include cases receiving medical care only.



• VI •

## **FINANCIAL ASPECTS OF SOCIAL SECURITY**







# Factors in Estimating the Costs of Social Security

WHETHER a social insurance program is in the stage of initial planning or subject to somewhat detailed revision, estimates of future costs must be developed so as to indicate, however roughly, the long-range financial impact upon the country's economy. Both the limitations surrounding such estimates and the method of determining assumptions on which they are based should be clearly set forth, especially since one of the most important reasons for setting down prospective costs is to compare the relative financial strain apparently inherent in one set of benefit provisions as against an alternative set. This discussion of cost estimates will deal largely in a qualitative manner with the various cost factors relating to public assistance, old-age insurance, and unemployment compensation. In order to point up certain factors more clearly, a brief quantitative analysis is presented to show actual experience under the Social Security Act of 1935 against the illustrative cost estimates made by the Committee on Economic Security before the act was passed.<sup>1</sup>

## Nature of Cost Estimates

Individual life insurance is so arranged that definite maximum premiums are guaranteed over the lifetime of each individual's protection with, in the case of mutual or participating companies, the possibility of downward cost adjustment through dividend distribution. Premium rates are determined under the assumption that for each form of contract and for each age at entry the group insured will be large enough to warrant dependable estimates. An attempt is made, by selection of risks, to confine the insured group obtaining contracts within a year to lives believed to be free from undue medical impairment and also free from exposure to exceptional occupational hazard.

In social insurance, on the other hand, coverage is determined by provisions of the law, and within this field all employees are insured simultaneously without regard for individual characteristics

which make them good risks or bad. The coverage is subject to a considerable variety of choices within the province of the employee: for example, whether to retire from active employment and claim the old-age benefit at the minimum eligible age—65 years—or at some subsequent age. Other choices lie within the option of the government itself which may effect changes in benefit provisions or financial provisions when such modification is deemed to be in the public interest.

Various factors affect cost estimates in different ways within the early years of operation of the program, during years in the middle distance, and eventually more remotely distant years. Two general methods are applicable in estimating the costs of a social security program. Under the first, a fixed value is determined for each of many assumptions, with recognition of an increasing presumptive error in the resulting cost figures with the advance of time. The second method, which is somewhat superior in view of the relative unpredictability of many of the values involved, provides two series of assumptions, one of which may be considered as conservative and leading to relatively high prospective outlays; the other, an optimistic cost estimate, leading to relatively low outlays. The advantage of the second method of cost estimating lies in its greater realism. Frank recognition of a potentially wide range in anticipated costs helps to indicate that the figures are offered as a judgment of the net effect of many variable and changing factors, not as a prophecy. The customary practice in making cost estimates is to use a sort of straight-line interpolation which shows advancing costs without attempting to take into account in the cost curves the cyclical effect of booms and depressions, various rhythms in social policy and popular psychology of "work-mindedness" and a tendency to refrain from work, or any other of the minor fluctuations depending upon short-range changes.

Among the short-range factors, possibly the most difficult to evaluate is the preliminary lag in use of the program, the measurement of the delay in getting under way. This lag will clearly be

<sup>1</sup> See Bibliographic Notes, p. 244.



markedly affected by cyclical fluctuations and by the relative importance, to potential claimants, of seeking benefits or keeping their jobs. Estimates as to presumptive immediate outlay which do not carefully consider the forces resulting in postponement of claims may therefore show a wider relative difference between actual results and those indicated as expected than will develop in later years.

The focus of cost estimates shifts considerably under advance discussion of a pending program and under annual short-range estimates needed for congressional and other appropriations. In the former case the long-range view tends to ignore the impact of year-by-year costs. In the latter, the long-range cost is set aside, since it is not pertinent to the discussion of the current situation. In comparing the long-range advance estimates made under the direction of the Committee on Economic Security with actual costs in the early years of administration, it is necessary to keep in mind that actual costs at the beginning of a program will inevitably be lower than the corresponding figures of the long-range cost estimates to the extent to which the latter have not allowed specifically for lag.

The cyclical element of prosperity and depression might be taken into account in some quantitative fashion as a factor in estimates save for the historical evidence that cycles rarely occur in the way they have been plotted in advance. Cyclical variations may augment the lag situation, as is the case for old-age benefits during a period of prosperity when the eligible individuals postpone retirement or even return to work, and cease for a time to receive benefits, after once having terminated a normal working life. Periods of depression, on the other hand, are likely to effect retirement much more promptly, and even when an individual has retired and then returned to work, he is likely to lose his job in the depression period.

Three factors enter into the difficulty of estimating costs under any new social insurance program during the first years of operation: (a) lag on the part of the applicants in filing claims; (b) failure to file claims at all because of ignorance, negligence, or inertia on the part of the potential claimant or the smallness of the benefit in the initial period; and (c) unavoidable administrative delays, accentuated at the beginning of a program because of the need to establish proce-

dures and precedents and obtain authoritative interpretations of the legislation. Each of these three factors, in turn, may depend upon such unpredictable subsidiary factors as business conditions, public information, national psychology, and the like.

Since the lag cannot be closely foretold it is probably wiser to err on the side of too large rather than too small advance estimates of claims by neglecting this element. It is not safe, however, to assume that because costs under this lag are much lower than anticipated they can be expected to continue low. It is even possible that growing efficiency and prompter filing of claims for benefits will later telescope payments so that possibly the costs of benefits for a 14-month period will appear as charges within a 12-month future period. If persons who make actuarial cost estimates were asked to designate that portion of their long-range cost projections which they themselves believe to be most accurate, possibly they would pick the period following the initial 5 or 10 years of the system's operation when the initial delays had passed and before the accumulative effect of new factors could make itself felt.

### Disbursement Estimates for Three Social Security Programs

In the three major programs established under the Social Security Act—public assistance, old-age insurance, and unemployment compensation—there are many differences in background which must be considered in deriving estimates of costs.

#### *Public Assistance*

Estimates of future costs of old-age assistance under which payments are limited to what are believed to be cases of need must include consideration of many social, political, economic, psychological, and demographic factors. While estimates commonly assume that the law will not be changed over the period observed, both legislators and expert advisers recognize the presumption in favor of change in the law. This assumption is omitted from the following list of the more important elements in cost estimates:

(1) Legislative and administrative factors—  
(a) character of State laws, especially as to the determination of need and the amount of an in-



dividual's resources which may be ignored in determining need; (b) adequacy and frequency of investigations; (c) effects of old-age insurance, unemployment compensation, and any improvements in the facilities for health and medical care; and (d) availability of other types of public and private assistance.

(2) Population factors—(a) changes in mortality and morbidity rates, age by age; (b) the net effect of immigration and emigration; and (c) shifts in the age distribution of the population resulting from past changes in fertility, mortality, and net migration.

(3) Economic factors—(a) tax policy and taxing capacity of Federal, State, and local units, including a recognition of the existence of maximum tax and debt limits; (b) general business conditions; (c) social and national emergencies; and (d) the adequacy and continuity of private pensions and individual employer-induced thrift plans.

(4) Community attitudes and opportunities—(a) community attitudes toward older workers, toward the responsibility of relatives to provide support, and toward individual thrift; and (b) employment opportunities for the aged and their work capacity in connection with such opportunities.

The three items listed under population factors primarily affect estimates of the total aged population and seem to be the elements which involve the smallest range of relative error. Upon such a shifting foundation as that indicated by the other imponderable factors there must be developed some prediction as to the anticipated extent of dependency. In 1934, when the Committee on Economic Security estimated the costs of the social insurance and assistance programs, no exact quantitative measures of dependency were available for the country as a whole. The census of 1930 had shown such marked changes in the distribution of the population that projections for future years were open to question. European experience with the operation of similar programs could give only slight guidance for a country like the United States composed of 51 jurisdictions with varying political philosophy, industrialization, and urban-rural, age, and race distributions of the population. Moreover, the Committee's estimates were made in a period of marked business depression when no one could foresee with any

exactitude future trends in reemployment and wage rates. Many factors essential for deriving close estimates of future costs must be based on experience over a period of years in the operation of the program itself, and even these estimates are subject to correction and revision when significant new influences are brought to bear through changes in economic conditions or community attitudes.

The Committee developed two separate estimates of the costs of an old-age assistance program, giving slightly different weights to certain factors, and two additional estimates were made to take account of an old-age insurance program which, it was believed, would markedly affect the development of a residual old-age assistance program. If, within old-age insurance, there is a heavy movement into covered employment and also a heavy movement out of covered employment, there will be a large number of individuals who fail to qualify for old-age insurance benefits and another large number who qualify for only the minimum benefits.

The estimates of the Committee on Economic Security on costs of old-age assistance are particularly illustrative of many of the elements previously mentioned. Both series of estimates were made on a "year-of-operation" basis since it was impossible to determine exactly when payments would first be made because of uncertainty as to the time of enactment of Federal legislation and the exact time at which funds would become available. These figures, however, were presented on a fiscal-year basis.

The low estimate of the total amount of Federal grants for old-age assistance for the fiscal year 1936 took some account of administrative lag and resulted in a figure of \$72,200,000. The high estimate gave less recognition to the lag and is therefore more significant in respect to the later years. The act as passed in August 1935 authorized an appropriation of \$49,750,000 for the fiscal year 1936, but no funds were appropriated at that session of Congress. At the next session, in February 1936, an appropriation of \$24,660,000 was made available for the remainder of the fiscal year. Thus, the original authorization was only about 69 percent of the estimate and the actual appropriation was only 34 percent of the estimate. It is interesting to note that the actual disbursements for the months February-June 1936 closely approached the appropriation made for that period.



An analysis made on the basis of a complete year of operation, from February through January in successive years, shows that total obligations incurred for payments to recipients—including Federal, State, and local funds, but exclusive of any administrative expense—have fallen almost midway between the two estimates. For the fourth year of operation, running from February 1939 through January 1940, these actual obligations were about \$435 million, or 63 percent of the high estimate (\$688 million) and 132 percent of the low (\$329 million). For the years beginning February 1937 and February 1938, the corresponding figures were 82 percent and 127 percent and 74 percent and 137 percent, respectively.

An analysis of appropriations and actual expenditures in the first year of operation of the other two assistance programs shows the uncertainty of the administrative lag in respect to the number of State programs established and the speed with which they have expanded. The act as approved in August 1935 authorized an appropriation of \$24,750,000 for grants to States for aid to dependent children for the fiscal year ending June 30, 1936. The appropriation made in February 1936 for the remainder of the fiscal year was \$5,000,000, but the actual disbursements were only \$2,500,000. The appropriation originally authorized for aid to the blind was \$3,000,000, that made was \$2,000,000, and actual disbursements were only \$1,300,000. Since the States were slow in entering into these programs under the Social Security Act the amounts appropriated were too large.

### Old-Age Insurance

Many of the factors applicable to old-age assistance are directly pertinent to old-age insurance, but for the latter some of these factors tend to be more influenced by statistical than by political and psychological forces, such as availability of other types of public or private aid and community attitudes and administrative procedures relative to government responsibility for the care of needy persons. Six relatively measurable elements involved in the prospective costs of the old-age insurance system are: (a) coverage and taxes or contributions; (b) mortality; (c) retirement rates and employment among the aged; (d) net migration and migration between covered and noncovered employment; (e) industrial ex-

pansion and technological development; and (f) operating expenses. Some recognition must be accorded also to certain more intangible factors, such as the relationship of the level of old-age assistance payments in various localities to the level of the old-age insurance benefits.<sup>2</sup>

The primary purpose of actuarial cost estimates for old-age insurance is to show the magnitude and incidence of the financial impact of the system upon the national economy. Estimates of the number of persons who pay taxes in a given year or the number possessing insured status are necessary from an administrative viewpoint but are only collateral to cost estimates. Because of the unpredictable factor of job turn-over, the Committee on Economic Security felt that it was too difficult to attempt to estimate the number of *different* individuals who would earn credited wages. In calculating the total taxable pay roll to be used as the tax and benefit bases for 1937, it was assumed that there would be in that year 25.3 million man-years of covered employment at an assumed average wage of \$1,100, i. e., the equivalent of that number of full-time jobs filled continuously throughout the year. This assumption was considered by some persons to mean a prediction of only 25.3 million different individuals who would receive taxable wages within the year. There was, therefore, some popular confusion when reports showed that, as of the end of 1937, some 36.7 million individuals had received account numbers and that some 32.0 million persons had received taxable wages. Subsequent studies have indicated that the estimate of 25.3 million man-years of covered employment in 1937 was, if anything, slightly too high rather than considerably too low. From a cost standpoint, however, this figure served its purpose well since, as will be seen in subsequent discussion, the actual tax receipts have been within 1 percent of the tax estimates based on this estimated total volume of covered employment.

Lag has been of marked importance in the development of the actual claims experience of the old-age insurance system. The original estimates for claims and benefit costs were prepared largely with the long-range costs in mind and for current costs incurred within a period rather than

<sup>2</sup> For an analysis of these factors, see Williamson, W. R., "Cost Factors in Old-Age Insurance," *Social Security Bulletin*, Vol. 1, No. 7 (July 1938), pp. 3-15.



for current cash disbursements within that period. It was recognized that the interim between the time individuals became eligible for benefits and that at which they filed claim for benefits, and also the period of time necessary to handle claims, could be better understood after the program had been in operation.

It was thus anticipated that the actual claims experience for the first year would be perceptibly lower than the estimates of current costs incurred. This difference would result not only from the administrative lag in the filing and adjudication of the claim, but also from the fact that many claims would not be filed at all because of the very small amounts payable. In 1937 the actual benefit payments were only about 22 percent of those set down for the first year in the cost estimate. For the next two years this ratio was approximately 55 percent. Subsequent studies have indicated that if the element of administrative lag were eliminated by allocating benefit payments to the year when the claimant became eligible rather than to the year when the claim was first certified for payment, the ratio of actual cost to expected cost was about 60 percent for each of the first 3 calendar years. The remaining 40 percent disparity can be accounted for partially by the claims which were never filed (either because they were too small or because the beneficiaries lacked knowledge of their rights) and partially by a normal margin of error which is to be anticipated in estimates of this type.

In 1940 a much more accurate and complete analysis of claims experience in the early years is possible than at the time of making the 1934 estimates. The 1937 wage data—while still not quite complete because of noncompliance errors in employer reporting and other factors—indicate rather closely how many persons became eligible in 1937 for lump-sum payments. There were about 89,300 persons with 1937 wage credits who were born in 1872 and must have attained age 65 in 1937 unless they died prior to their birthday. The estimate of such deaths before the sixty-fifth birthday is 1,700. The remainder, some 87,600 individuals, would have been eligible under the 1935 act to file claims for lump-sum payments at age 65. This number represents 71 percent of the estimate of the Committee on Economic Security—which was 123,000—a figure developed from certain crude age-distribution data of indus-

try and commerce as shown in the 1930 census. Apparently, in 1937, after several years of depression experience there were somewhat fewer persons aged at least 64 but less than 65 in covered employment than had been anticipated on the basis of data for the gainfully employed in the 1930 census.

In 1937 about 34,500 claims were filed for lump-sum payments at age 65; of these, 27,400 were certified within the year. It is estimated that some 40,000 additional claims were certified after 1937 for persons who attained age 65 in 1937. While, therefore, the claims filed in 1937 represented only about 28 percent of the original estimate of potential claimants, inclusion of delayed claims increases the ratio of actual claims certified to estimated claims to 55 percent. It was estimated that 191,300 claims for death payments would be filed in 1937 by survivors of covered workers who had died before they attained age 65; the total of such claims for the year, including those filed subsequently, was about 73,200 or 38 percent of the number estimated. These figures give certain quantitative confirmation of the possible range in total amounts of benefit payments. The administrators of a new program are anxious to obtain facts relative to the program and are disappointed when apparent facts seem too far out of line with advance estimates. Even now, however, claims for death occurring in 1937 may be filed. Thus even the 62-percent deviation between anticipated and actual claims for death payments may later be hammered down somewhat. It should also be recognized that these results have developed in connection with rather unimportant lump-sum benefits and that the new program of monthly benefits and the greater importance of the claim to the recipient will result in the filing of a much larger proportion of the incurred claims.

This analysis indicates quantitatively the great difficulty in making actuarial estimates for the early years of operation of a social insurance system; first, because of the natural lag in filing claims (of the workers who attained age 65 in 1937 and who received lump-sum payments, only 51 percent filed their claims in 1937); second, because of the newness of the program which resulted in the failure of many individuals to file at all (only 77 percent of those who attained age 65 in 1937 and had wage credits actually received lump-sum pay-



ment in or after 1937); third, because of the administrative lag normally necessary in adjudicating claims (only 79 percent of the claims filed in 1937 were certified in that year); and fourth, because of the inevitable errors arising in any estimates and especially in estimates based necessarily on rather remote census information (persons who attained age 65 in 1937 and had wage credits were 29 percent less in number than had been estimated).

### *Unemployment Compensation*

The State unemployment compensation programs were much less subject to advance estimate than was the program of old-age benefits. While in 1940 unemployment compensation laws are in operation in every State, the Territories of Alaska and Hawaii, and the District of Columbia, the anticipated lag in the enactment of the necessary State laws was regarded as so difficult to appraise that no advance estimates of benefit payments in future years were published by the Committee on Economic Security.

In deriving estimates of the costs of an unemployment compensation system some quantitative weight must be assigned to each of the following factors which affect financial operations:

(1) Legislative and administrative factors—(a) coverage, involving number of individuals protected and their prospective wages; (b) prospective tax or contribution rates; (c) benefit provisions, including eligibility and waiting-period requirements and variable duration provisions as well as the maximum duration permitted under the law; (d) extent of claim and other lag within the administration of the program; (e) operating expenses, including in particular the especially important expenses of employment service; and (f) the existence of other provisions such as Federal work programs as alternative measures for relief of unemployment.

(2) Economic factors—(a) the influence of the business cycle; (b) industrial diversity within the State; (c) labor turn-over (accessions to employment and employment terminations); (d) interims of unemployment or noncovered employment between successive periods of covered employment and the number of such unemployment periods distributed among the employees, resulting from the migration of workers between employers, between covered and noncovered employment, and between covered employment and unemploy-

ment; and (e) the extent to which individuals within the family other than the customary wage earner enter the labor market because of business conditions and so augment the labor force.

(3) Employer practices—(a) hiring policies and work stabilization policies and (b) extent of work sharing—practices closely related to economic factors.

The Committee on Economic Security made certain estimates (which were not published in full) as to the presumptive relationships between covered employment and the unemployment properly assignable to the covered area, and between the wages of the compensable labor force and the presumptive benefits to covered workers. This analysis was carried through for the period of years beginning with 1922 and ending with 1933. The specific benefit provisions to be incorporated within any State law were as yet unknown. This study therefore was made on a Nation-wide basis and so was subject to considerable error in its applicability to a single State. Studies were completed showing the wide range in unemployment between States; variations in employment and unemployment by calendar years; the effect of excluding sickness or disability whether compensable under workmen's compensation or not; differences in rates of return to work; quantitative effects of disqualifications resulting from (a) discharge for cause, (b) voluntary leaving and reemployment, (c) labor disputes, and (d) limited duration of benefits; effect of varying waiting periods; effect of a requirement of actual work in at least 20 weeks in a calendar or benefit year (a requirement contemplated but now largely replaced by a minimum amount of earnings within the base period); distribution of spells of unemployment within the calendar or benefit year; extent of part-time, seasonal, and depressional unemployment as distinct from other unemployment.

The Committee's concern in 1934 was focused on estimating the probable coverage of a Nation-wide system, the probable amount available for benefits under varying contribution rates applied to covered pay rolls, and the duration of unemployment among the compensable labor force of the country. From census data on gainful workers, the censuses of unemployment, Bureau of Labor Statistics reports on industrial pay rolls and average wages, labor turn-over rates, and studies of the duration of unemployment in a few areas, there



were constructed estimates of the employed covered labor force in the United States from 1922 through 1933, the compensable wage loss from unemployment, and the amount available for benefits if 3, 4, or 5 percent of wages were collected as contributions for benefit purposes. The total compensable wage loss, distributed by duration of unemployment, was adjusted to take account of such special provisions in an assumed unemployment compensation program as eligibility requirements, disqualification provisions, special treatment of part-time unemployment, and the like.

The estimates prepared by the Committee on Economic Security made no attempt to forecast trends in benefit payments. Too many variables were dependent upon State action. Instead there were arrayed estimates for past experience under a hypothetical Nation-wide unemployment compensation system established in 1922 with benefits first payable in 1924. The Committee's estimates indicated 1929 as the year of greatest covered employment and least compensable unemployment during the 12-year period 1922-33. It was estimated that a total of 20.7 million man-years were represented by the employed gainful workers covered by the unemployment compensation system in 1929; the compensable wage loss in that year was estimated as \$850 million, representing approximately 1.2 million man-years of unemployment or less than 3 percent of the estimated covered pay roll of \$33 billion, and less than 6 percent of the aggregate man-years of covered employment. This compensable portion of wage loss was estimated on the assumption that benefits would be roughly 50 percent of wages—but not more than \$15 a week—without allowance for waiting period or limits to the duration of benefits. Pay-roll collections at 3 percent of wages were estimated as amounting to \$991 million in that year, or about \$48 per man-year of covered employment.

The estimates of the Committee on Economic Security did not assume that a man-year of employment represented the work of a single individual. It was recognized that many more than 20.7 million workers might be engaged for a portion of the year in carrying on the work of 20.7 million full-time jobs and that the 1929 experience would not justify a tax rate as low as 3 percent of pay rolls for benefits and administrative expenses in a compensation plan not limited by

waiting periods or maximum periods of benefit. The adjustments for such limitations were made not for any single year but for a long period of time. It was also recognized that one of the least dependable arbitrary decisions in selecting the bases for computation was that of allocating all unemployment to covered and noncovered services.

It is of interest to compare these outside estimates for 1929 with State reports for employment of covered workers, collections of contributions, and benefit payments in 1938. According to these reports, a total of 28 million workers were engaged at some time in 1938 in employments covered by the laws of the 51 jurisdictions; it has been estimated that this employment represented 19.8 million man-years of employment covered by these laws. This latter figure is comparable to the Committee's estimate of 20.7 million man-years of covered employment in the prosperous year 1929. The difference may be ascribed to factors such as the specific coverage provisions of the State laws and the variations between employment in 1929 and 1938.

Benefit payments in 1938 were made by only 31 jurisdictions which paid a total of nearly \$400 million in compensation for total and partial unemployment. The total assessable pay roll in 1929 was estimated as \$33 billion; reports for all 51 jurisdictions indicate a total of \$27.6 billion as the pay roll subject to contributions for unemployment compensation in 1938.

Figures presented by the Committee for compensable wage loss in 1929 cannot be compared with any data derived from actual experience in 1938. The nearly \$400 million paid in benefits for total and partial unemployment in that year represents disbursements by only 31 jurisdictions, whereas the wage loss for 1929 was computed for the country as a whole. Moreover, State differences in benefit formulas, eligibility requirements, benefit duration, and lack of information on many essential factors would invalidate any attempt to relate benefits paid to the wage loss incurred by workers. It is generally believed that the unemployment in 1938 was much more prevalent and of longer duration than in 1929. Estimates for 1929 assumed that the unemployment compensation program had been in operation for many years and that a large proportion of the unemployment in the covered labor force, in the absence of disqualifying



conditions, would be compensable. In 1938 workers had had only a relatively short time in which to establish benefit rights, hence many were not eligible for benefits; moreover, the disqualifications imposed by State law greatly reduced the amount of compensable unemployment.

From the studies and estimates of the Committee on Economic Security the recommendation was incorporated in the Social Security Act that contribution rates in behalf of benefit payments should reach at least 2.7 percent of taxable pay rolls by the third calendar year of the operation of the program (the first calendar year of benefit payments). It was believed that this rate would very likely provide the funds needed to finance the type of benefits which States would probably adopt and that it could maintain a long-range balance in all States except those with very limited diversification of industry. The long-range estimate that 2.7 percent of taxable pay rolls is the appropriate amount to finance benefits can be verified only after many years of experience on the basis of stable benefit schedules. It was not until July 1939 that benefits were payable in all 51 jurisdictions. The forces of lag, so apparent in connection with old-age benefit payments, are obviously present also in the operation of unemployment compensation. There is a further most important element of lag in the residual installments of benefit payment yet to be made to current claimants as a result of current periods of unemployment. Present information on the operation of unemployment compensation raises questions, in some States, concerning the adequacy of the benefits which may be financed by a level of contributions representing approximately 2.7 percent of pay rolls.

### Estimates of Taxes

Tax estimates must take into account most of the factors which affect estimates of benefit outlay under the insurance program, since collections as well as benefits will vary widely with changes in coverage, rates of unemployment, and wage levels. Administrative factors must also be considered. The payment of taxes, in contrast to the filing of claims for benefits, is compulsory, and evasions are dealt with by the appropriate enforcement machinery. Moreover, the preponderance of total taxes is collected from a relatively small group of employers so that administrative

difficulties are less than those which arise in the case of benefit payments, which are made in small amounts to many individuals. For these various reasons it is believed that less adjustment is necessary in estimating new taxes on the basis of total existing tax payments than is necessary in estimating the extent of benefit payments for which no claim has been made.

The Social Security Act of 1935 provided two new Federal taxes. Title VIII, now the Federal Insurance Contributions Act, instituted a graded tax schedule starting at 2 percent for the period 1937-39 on almost identically the same wages as those for which benefit credit was to be given under the old-age insurance program. Title IX, now the Federal Unemployment Tax Act, provided for a tax at the rate of 1 percent for 1936, 2 percent for 1937, and 3 percent for 1938 and subsequent years, on a somewhat different base from that of title VIII. However, only 10 percent of the title-IX tax is payable to the Federal Government if contributions at least equal to the other 90 percent are paid into an approved State unemployment compensation fund.<sup>3</sup> As in the case of previous estimates, those for the tax yield under these titles were prepared on an incurred basis, i. e., the amounts payable with respect to wages in each of the given calendar years rather than the cash amounts actually to be received by the Treasury during a given year.

Actual tax receipts under title VIII with respect to the calendar year 1937 were about 4 percent greater than the estimate of the Committee on Economic Security. For 1938 the actual receipts were 7 percent lower than the estimate, while for 1939 they were 3 percent higher. The total receipts for the 3-year period differed by less than 1 percent from the original estimate.

The estimates for title-IX taxes were made on the arbitrary "assumption" that no State would have an approved unemployment compensation law providing the 90-percent credit to employers. Since all States now have such laws the actual receipts are only about 10 percent of what they would have been under the "assumed" basis. The actual experience on this basis may be obtained only by estimating the "theoretic tax yield." This somewhat academic item is calculated from various

<sup>3</sup> Under an approved experience rating program credit may be claimed by employers for the full 90 percent of the Federal tax even if contributions to the State fund are less than the full credit.



tax data giving some indication of taxable pay roll. Once the latter is known the "theoretic tax yield" may be readily obtained by applying the tax rate applicable in a given calendar year. The resulting "theoretic tax yields" under title IX for 1936 and for 1937 were about 20 percent higher than the estimate of the Committee on Economic Security, but for 1938 and 1939 only about 2 percent and 10 percent higher, respectively—an average difference for the 4-year period of about 10 percent.

### Summary

For purposes of comparability, particularly to measure one type of benefit provision against another, definite values seem required for each of the basic factors in the costs of a social insurance or assistance program. These factors are variables, many of them interdependent and all dependent upon other factors. As a result estimates of prospective costs cannot be valid for any one year and only general cost concepts can be determined for longer periods.

The place of costs in social insurance is quite different from that in private individual insurance. The structure of individual insurance companies in the United States has been developed in such a way that bases for stabilizing many of the assumptions have been determined and are scrupulously followed by the insurance companies under the supervision of the State insurance departments. Both the insurance companies and the insurance

departments recognize fully the presumptively wide range in expected costs, even though definite cost figures are set down within the insurance companies' annual statements. For social insurance there has not been general understanding of the factors involved in estimates and particularly of the fact that ranges in prospective costs are essentially wider than in private insurance.

The foregoing discussion, therefore, has attempted to indicate why many of the basic factors taken into account in preparing cost estimates have been rather arbitrarily assumed, the more so since much information needed for estimates could be obtained only through actual operation of the system. In the social security program many of the administrative decisions which help to determine both coverage and costs are being made currently, and many are yet to be made. In a social insurance program, moreover, it is reasonable and historically sound to anticipate that there will be modifications of the program from time to time—such, for example, as that already effected in the 1939 amendments to the Social Security Act—to make it reflect more accurately the purposes originally conceived by the legislators, to adjust its provisions to social change, and to broaden its objectives as experience shows that such a development is feasible. For all these reasons, as well as the arbitrary nature of assumptions on which any actuarial estimates must be erected, such estimates must be considered as a guide to future action, not a prediction.



# Financing Social Security Programs: Federal Operations, 1937-39

THE SOCIAL SECURITY ACT, in addition to establishing a Federal program for old-age benefits, authorizes Federal grants to States for administering unemployment compensation and for establishing or expanding programs for public assistance, maternal and child welfare, public health, and vocational rehabilitation. The measure also imposed two new Federal taxes, since incorporated in the Internal Revenue Code as the Federal Insurance Contributions Act and the Federal Unemployment Tax Act, and set up two new accounts in the Federal Treasury, the old-age reserve account and the unemployment trust fund.

The two insurance programs of the act—Federal old-age insurance and Federal-State unemployment compensation—are supplemented by two analogous programs administered by the Railroad Retirement Board for employees of interstate carriers. The Railroad Retirement Act established a Federal system of old-age insurance for railroad workers with limited provisions for disability and for survivors of insured workers, financed by contributions from carriers and their employees required under the Carriers Taxing Act; the Railroad Unemployment Insurance Act provides a Federal system of unemployment compensation financed by contributions from interstate carriers. These statutes for railroad workers specifically exempt carriers and their employees from the taxes and other insurance provisions of the Social Security Act. Under the Railroad Retirement Act a separate railroad retirement account is maintained in the Federal Treasury; the account for railroad unemployment insurance is maintained within the unemployment trust fund established under the Social Security Act for contributions collected by States under their unemployment compensation laws. A summary of the relationships of Federal receipts and expenditures for social insurance programs, Federal expenditures for public assistance and public health and maternal and child welfare under the Social Security Act, and all other Federal receipts and expenditures (table 1, p. 234) includes data for the insurance programs administered by the Railroad Retirement Board.

## *Receipts and Expenditures*

Social insurance taxes accounted for 10.2 percent of total Federal receipts in 1937, 11.2 percent in 1938, and 14.3 percent in 1939. Federal collections of the excise tax on employers and the income tax on their employees imposed by title VIII of the Social Security Act (now the Federal Insurance Contributions Act) represented the major part of total social insurance receipts. Federal collections of the tax on employers of eight or more (formerly title IX of the Social Security Act and now the Federal Unemployment Tax Act) were a smaller part of the total, since employers credited, against as much as 90 percent of this tax, amounts which they had paid to States as contributions under State unemployment compensation laws approved by the Social Security Board. Until July 1, 1939, this Federal tax was also applicable to interstate carriers; the first taxes under the separate Railroad Unemployment Insurance Act were collected in the last quarter of 1939.

Federal expenditures as set forth in table 1, page 234, for the 3-year period 1937-39 include transfers to the old-age reserve and railroad retirement accounts and Treasury advances to the railroad unemployment insurance account, as well as disbursements for grants to States under the Social Security Act and for Federal administration of the insurance, assistance, and welfare programs under that act and related legislation. Expenditures for these programs constituted 10.4 percent of total Federal expenditures in 1937, 9.6 percent in 1938, and 11.0 in 1939. Transfers to the old-age reserve account represented the largest single item of expenditure for the social security program in each of these years. Grants to States for old-age assistance constituted the next largest single item, 2.0 percent of the total Federal expenditures in 1937, 2.3 percent in 1938, and 2.3 percent in 1939. Grants to States for administration of unemployment compensation programs have shown a steady increase in the 3 years with the increase in the number of jurisdictions paying unemployment benefits. These grants include payments to States for the expansion and adminis-



tration of public employment offices in connection with the unemployment compensation program, but do not include Federal grants under the Wagner-Peyser Act, which, with the transfer of the United States Employment Service to the Social Security Board as of July 1, 1939, is administered by the Board.

Investments held by the old-age reserve account, the railroad retirement account, and the unemployment trust fund have represented during these 3 years an increasing proportion of all outstanding Federal public debt. The old-age reserve account, which held only 0.4 percent of the total public debt at the end of the first quarter of 1937, accounted for 3.4 percent of the total at the end of the fourth quarter of 1939. Similarly, the unemployment trust fund now holds a relatively larger portion of the total debt. At the end of the first quarter of 1937 the investments of the fund accounted for 0.5 percent of the total public debt; at the end of the last quarter of 1939, for 3.6 percent. The old-age reserve account and the unemployment trust fund have, moreover, absorbed large portions of the increases in the interest-bearing public debt in the 3-year period. During 1937 these trust funds acquired 35.7 percent of that year's increase in the interest-bearing public debt; in 1938, 36.0 percent of the increase; and in 1939, 40.0 percent of the increase.

#### ***Federal, State, and Local Expenditures for Public Assistance***

The foregoing discussion of expenditures for social security purposes takes no account of State and local funds used in Federal-State programs. Section IV should be consulted for data on contributions collected and benefits paid under State unemployment compensation laws, and section V for payments to recipients of public assistance from Federal, State, and local funds. Federal old-age and survivors insurance and the two insurance programs for railroad workers are wholly Federal in administration and in financial operations, and Federal grants to States for unemployment compensation administration cover State administrative costs of that program. The Federal funds cover only a part of the total expenditures for the social security programs. Federal grants to States under Federal-State programs are not certified until the Federal agency responsible for approval of State plans is assured that the

plans submitted and the operation of the State programs are in accord with the provisions of the Federal legislation which determine the conditions of Federal participation and the relation of Federal grants to funds made available by the State.

Payments to recipients of public assistance under the Social Security Act are made from Federal, State, and local funds. Expenditures for these assistance payments to individuals, excluding costs of administration, amounted to \$556.8 million in 1939. Federal funds accounted for \$243.2 million or 43.7 percent of the total, and State expenditures for \$239.1 million or 42.9 percent. Local governments provided \$74.5 million or 13.4 percent of aggregate assistance payments.<sup>1</sup>

There are marked differences among the three programs in the proportions of total assistance costs supplied from Federal, State, and local funds, as shown in table 2, page 236. Federal funds represented 48.0 percent of total payments for old-age assistance and 43.3 percent for aid to the blind, but only 26.6 percent of the total expended for aid to dependent children. The smaller share of Federal funds for aid to dependent children reflected primarily the influence of the lower Federal matching ratio applicable to this program prior to January 1940—one-third, within limits specified by the Social Security Act, as compared with one-half for old-age assistance and aid to the blind.<sup>2</sup>

The Federal share of total payments is lower than the ratio of Federal participation authorized for each of the three programs because a substantial proportion of the States make some expenditures for assistance toward which Federal funds may not be used under the provisions of the Social Security Act. A number of States made some individual monthly payments which exceeded the maximum amounts in which the Federal Government was authorized to share. Although the Federal Government may contribute only toward money payments to recipients, many States expend funds also for various services to recipients, such as medical care, hospitalization, and burials, and for assistance in kind. Under a few State plans, moreover, the provisions concerning persons

<sup>1</sup> For further particulars on the division of financial responsibility among Federal, State, and local governments, see *Social Security Bulletin*, Vol. 3, No. 7 (July 1940), pp. 45-52, and references to public assistance financing in Bibliographic Notes, p. 250.

<sup>2</sup> Effective Jan. 1, 1940, Federal matching ratio for aid to dependent children was increased to one-half by amendment of Aug. 10, 1939, to the Social Security Act.







## General Fund

Change in balance.....	+1,066.9	-80.2	+727.7	+306.2	+113.2	+110.6	+107.5	-924.4	+762.5	+105.0	-607.3	+306.0	-551.3	-660.5	+298.5
<b>Public Debt (end of period)</b>															
Total.....	37,279.3	34,728.2	36,424.6	36,875.1	37,279.3	39,427.2	37,556.3	37,164.7	38,392.7	39,427.2	41,942.5	39,985.2	40,439.5	40,857.7	41,942.5
Old-age reserve account.....	513.1	135.0	297.1	390.1	513.1	862.3	636.1	662.3	766.3	862.3	1,435.2	994.3	1,177.2	1,303.2	1,495.2
Railroad retirement account.....	50.0	-----	-----	29.0	50.0	75.7	80.0	66.2	71.2	75.7	1,777.2	77.2	1,777.2	1,777.2	1,777.2
Unemployment trust fund.....	624.7	187.2	312.3	457.9	624.7	1,064.0	743.7	872.0	950.0	1,064.0	1,064.0	1,185.6	1,297.6	1,363.0	1,500.0
All other.....	35,091.5	34,406.0	35,845.2	36,007.1	36,091.5	37,425.2	36,096.5	35,564.2	36,665.2	37,425.2	38,921.1	37,728.7	37,928.1	38,111.3	38,921.1

<sup>1</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

<sup>2</sup> Less than \$100,000.

<sup>3</sup> Excludes grants to States under the Wagner-Peyser Act administered by Social Security Board after July 1, 1939, under reorganization plan. Wagner-Peyser grants included in "all other" expenditures of Federal Government.

<sup>4</sup> Excludes expenditures of Federal Government for employment service administration to meet requirements of unemployment compensation program.

<sup>5</sup> Advanced to railroad unemployment insurance account by Treasury pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and repaid in January 1940.

<sup>6</sup> Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

Source: Compiled from Daily Statement of the U. S. Treasury.



who may receive assistance are broader than the provisions of the Federal statute relating to persons for whose assistance Federal funds may be used.

### Old-Age Reserve Account

Although the rate of old-age insurance contributions has been the same since title-VIII taxes were first collected in the first quarter of 1937, collections have varied with changes in coverage, in business activity, in administrative procedures during the period, and with the increasing effectiveness of collecting the contributions. The decline in the first quarter of 1938 was caused partly by the shift from a monthly to a quarterly collection period. Collections in 1939, based on the pay rolls of the last quarter of 1938 and the first three quarters of 1939, reflect the industrial rise in the third quarter of 1939. Contributions during the last quarter of 1939 reached a record high of \$153.1 million, reflecting not only the large pay rolls during the preceding quarter but also the retroactive taxes then payable with respect to wages of persons 65 years of age and over, as pro-

**Table 2.—Expenditures for assistance to recipients of the special types of public assistance in States with plans approved by the Social Security Board, by program and by source of funds, 1939<sup>1</sup>**

Program	Total	Federal funds	State funds	Local funds
Amount (in thousands)				
Total .....	\$556,759.7	\$243,168.6	\$239,114.4	\$74,476.7
Old-age assistance.....	433,575.2	208,317.4	182,004.8	43,253.0
Aid to dependent children.....	110,744.7	29,463.8	52,557.3	28,723.7
Aid to the blind.....	12,439.8	5,387.5	4,552.3	2,500.0
Percentage distribution by program				
Total .....	100.0	100.0	100.0	100.0
Old-age assistance.....	77.9	85.7	76.1	58.1
Aid to dependent children.....	19.9	12.1	22.0	38.6
Aid to the blind.....	2.2	2.2	1.9	3.3
Percentage distribution by source of funds				
Total .....	100.0	43.7	42.9	13.4
Old-age assistance.....	100.0	48.0	42.0	10.0
Aid to dependent children.....	100.0	26.6	47.5	25.9
Aid to the blind.....	100.0	43.3	36.6	20.1

<sup>1</sup> Includes obligations incurred or disbursements for direct assistance to recipients, medical care, hospitalization, burials, and assistance in kind; excludes all costs of administering programs. Basis of computation differs from that used in table 1, p. 234, for Treasury checks issued for account of Federal grants to States and from that used in table 3, sec. V, p. 172, for obligations incurred from Federal, State, and local funds for payments to recipients.

**Table 3.—Old-age insurance: Taxes collected under Federal Insurance Contributions Act, transfers from appropriation to old-age reserve account, interest received, benefits paid, and funds available for benefits, by quarters, 1937–39<sup>1</sup>**

[In thousands]					
Year and quarter	Insurance contributions collected	Transfers from appropriation to account	Interest received	Benefits paid	Amount available for benefits <sup>2</sup>
1937					
First quarter .....	\$48,508	\$135,100	—	\$0	\$135,100
Second quarter .....	145,838	129,900	\$2,262	27	267,173
Third quarter .....	151,907	124,000	—	254	390,981
Fourth quarter .....	146,561	125,000	—	736	515,245
1938					
First quarter .....	84,634	125,000	—	1,919	638,326
Second quarter .....	131,304	13,000	15,412	2,495	664,231
Third quarter .....	128,779	109,000	—	2,459	770,770
Fourth quarter .....	128,810	96,000	—	3,174	863,596
1939					
First quarter .....	133,292	137,000	—	3,720	996,875
Second quarter .....	139,477	161,000	26,951	4,538	1,180,236
Third quarter .....	141,761	134,000	—	3,405	1,310,831
Fourth quarter .....	153,076	134,000	—	2,500	1,442,329

<sup>1</sup> For data on the status of the old-age reserve account and collection of insurance contributions by months, see *Social Security Bulletin*.

<sup>2</sup> Represents investments and cash with disbursing officer at end of period. To the amount available for benefits at the beginning of each period there are currently added transfers from appropriation and interest on investments minus benefit payments. The amount available for benefits plus the unexpended appropriation balance accounts for total assets of the fund. Interest of less than \$100,000 (except interest of \$62,000 received in the second quarter of 1937 and transferred to the disbursing officer in the third quarter) is credited to the appropriation balance. Collections of improper payments similarly were credited to the appropriation balance in the following amounts: 1938, second quarter, \$159; third quarter, \$948; fourth quarter, \$516. 1939, first quarter, \$417; second quarter, \$795; third quarter, \$635; fourth quarter, \$1,461.

Source: Compiled from Daily Statement of the U. S. Treasury.

vided in the 1939 amendments to the Social Security Act.

From 1937 through 1939, monthly transfers were made to the old-age reserve account from the annual appropriation to the account (table 3 above). On December 31, 1939, the assets of the old-age reserve account, including \$282.1 million in the unexpended balance in the appropriation, amounted to \$1,724.4 million.<sup>3</sup>

Benefits paid from the old-age reserve account reached a high of \$4.5 million in the second quarter of 1939; thereafter, as a result of the changes in the original provisions for lump-sum payments, they declined. These payments, after August 10, 1939, represent almost wholly lump sums paid to

<sup>3</sup> The assets of the account were transferred to the Federal old-age and survivors insurance trust fund on Jan. 1, 1940. The Board of Trustees decided for the remainder of the fiscal year 1939–40 to make quarterly transfers to the trust fund from the unexpended balance of the 1939–40 appropriation. The 1939 amendments provide that after June 30, 1940, there shall be a permanent and continuing congressional appropriation to the trust fund equivalent to 100 percent of taxes (including interest, penalties, and additions to taxes) received under the Federal Insurance Contributions Act and covered into the Treasury.



the estates of deceased workers. Under the 1939 amendments to the act, lump-sum payments to covered workers who attain the age of 65 were discontinued and the taxable wages of workers who might have been eligible for these lump-sum payments are counted, instead, toward eligibility for monthly benefits. The first check for payment of monthly benefits under the amended provisions was issued on February 1, 1940. Although no lump-sum payments at age 65 were certified after the enactment of the 1939 amendments, more than \$14 million represented lump-sum payments at age 65 and at death during 1939; \$10 million in 1938; and \$1 million in 1937, the first year of payments under the Federal old-age insurance program.

Funds available for benefits totaled \$1,442.3 million as of December 31, 1939. Of this amount, \$1,435.2 million represented 3-percent special Treasury notes; and \$7.1 million, cash with the disbursing officer.

### Unemployment Trust Fund

Contributions collected under State unemployment compensation laws are deposited by the States in the Federal Treasury and held by the

Federal Government in the unemployment trust fund established by title IX of the Social Security Act. From the State accounts maintained in this fund, amounts are withdrawn by the States to meet benefit payments.

At the end of 1939, the fourth calendar year of operation of the unemployment trust fund, aggregate balances in the State accounts totaled \$1,500.0 million, an increase of \$427.7 million during 1939. Deposits to the credit of the railroad unemployment insurance account, established in the fund during the third quarter of 1939, totaled \$14.5 million by the end of the year. These deposits consist of 90 percent of the railroad unemployment insurance contributions collected by the Railroad Retirement Board; in addition, there was to the credit of the account at the end of the year \$0.6 million representing preliminary amounts transferred from State unemployment funds. A \$15-million Treasury advance was made available to the account during the year; this amount was repaid in January 1940. Net investments in 2½-percent certificates of indebtedness in the unemployment trust fund during 1939 amounted to \$445.0 million, bringing

Table 4.—Status of unemployment trust fund, by quarters, 1936–39

[In thousands]

Year and quarter	Total assets at end of period	Certificates of indebtedness acquired	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals	Balance at end of period	Transfers from State accounts	Deposits	Benefit payments	Balance at end of period
1936											
First quarter	\$6,500	\$6,500	\$0	\$6,500		\$0	\$6,500				
Second quarter	18,949	12,409	49	12,358	\$92	0	18,949				
Third quarter	34,087	15,109	69	15,188	(1)	50	34,087				
Fourth quarter	64,906	29,765	1,123	30,456	462	100	64,906				
1937											
First quarter	195,948	123,430	8,735	131,542		500	195,948				
Second quarter	312,389	125,082	94	114,516	2,275	350	312,389				
Third quarter	467,249	145,639	9,315	155,260		400	467,249				
Fourth quarter	637,585	166,777	12,874	165,340	5,846	850	637,585				
1938											
First quarter	750,061	118,954	6,396	188,160	57	75,740	750,061				
Second quarter	884,247	128,335	12,247	238,901	9,270	113,985	884,247				
Third quarter	957,739	78,000	7,739	202,192	30	128,730	957,739				
Fourth quarter	1,072,283	114,000	8,283	200,011	103	85,570	1,072,283				
1939											
First quarter	1,192,019	121,000	7,019	221,035	11,932	113,231	1,192,019				
Second quarter	1,280,539	82,000	13,539	188,013	14,771	114,264	1,280,539				
Third quarter	1,383,531	96,000	20,531	209,568	118	119,832	1,370,393	\$ 344		\$2,205	\$ 13,139
Fourth quarter	1,524,784	146,000	15,781	211,787	149	82,365	1,499,964	255	\$14,473	3,047	\$ 24,820

<sup>1</sup> Less than \$500.

<sup>2</sup> Certified by the Social Security Board to Secretary of the Treasury in behalf of State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

<sup>3</sup> \$15 million was advanced by the Treasury to railroad unemployment

insurance account in July 1939 pursuant to sec. 10 (d) of Railroad Unemployment Insurance Act, and was repaid in January 1940.

<sup>4</sup> Interest on redeemed certificates, totaling less than \$500, credited to this account in the third and fourth quarters.

Source: Compiled from Daily Statement of the U. S. Treasury.



total investments to \$1,509.0 million. Assets of the fund as of December 31, 1939, totaled \$1,524.8 million, of which \$1,500.0 million is credited to the State accounts and \$24.8 million to the railroad unemployment insurance account.

The initial period of rapid increase in unemployment reserves during 1937 was succeeded by a period of slower growth as an increasing number of States began benefit payments. Aggregate balances in the State accounts increased by \$572.7 million in 1937, by \$434.7 million in 1938, and by \$427.7 million during 1939. Many different factors influence the annual changes in the balance of State accounts. These factors, in relation to receipts, include changes in the magnitude of taxable pay rolls, the schedule of tax rates provided under State laws, earnings on investments, and the timing of tax collections and deposits in the unemployment trust fund; and in relation to expenditures, the initial date of benefit payments under various State laws, the volume of compensable unemployment, and the timing of withdrawals from the State accounts. In addition, during 1938 balances in the State accounts were increased by refunds of 1936 Federal unemployment taxes amounting to \$40.6 million made to the 15

jurisdictions whose unemployment compensation laws had not been approved prior to 1937. The balances in 1939 and earlier years also include unemployment contributions received by States from railroad carriers, since no transfers from the State accounts to the railroad unemployment insurance account, authorized by the Railroad Unemployment Insurance Act approved June 25, 1938, had been effected as of the end of 1939.<sup>4</sup>

The size and timing of State withdrawals from the unemployment trust fund during any month are related to a number of factors in addition to anticipated benefit payments, such as the surplus of previous withdrawals over previous benefits, interest payments, and State practice. The payment of interest on funds deposited to the credit of the State accounts provides some inducement for the States to maintain as large balances in the trust fund as is possible. Thus withdrawals may be made in small amounts at frequent intervals in order to take advantage of interest payable; some States, however, withdraw relatively large sums in order to decrease the number of transactions.

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<sup>4</sup> Except that adjustments in accordance with sec. 13 of the Railroad Unemployment Insurance Act had been made in behalf of Connecticut (see table 4, p. 237).



• VII •

## **BIBLIOGRAPHIC NOTES**







# Bibliographic Notes

The italic figure following a citation keys the numbered items in these notes to the list of publications (pp. 253-264) in which full reference details are given for the periodical, report, or reprint cited. Unnumbered entries are articles for which periodical, month, year, and page references are designated—for example, as *Soc. Sec. Bull.*, Sept. 39, pp. 1-5.

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## GENERAL

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## OLD-AGE AND SURVIVORS INSURANCE

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*General.*—"Immediate Problems of Unemployment Compensation," *Soc. Sec. Bull.*, Sept. 38, pp. 3-7; "Promoting Job Security," *Soc. Sec. Bull.*, June 38, pp. 3-6; Clarifying Lines of Administrative Control (C-5); Employment Service in Relation to Unemployment Compensation: Provisions of State Laws (C-75); Handbook of Information on the Performance of Labor Clearance Functions (C-90); The Maritime Industry and Unemployment Compensation (C-87); Population Problems and Unemployment Insurance in West Virginia (C-89); Unemployment Compensation—Some Questions and Answers (C-109); Unemployment Compensation Under the Social Security Act (C-110); Unemployment Compensation—What and Why (C-111); Workmen's Compensation Experience: Its Value for Administrative and Research Purposes in the Social Security Board (C-105).

*Industrial classification.*—"Industrial Classification in Relation to Unemployment Compensation," *Soc. Sec. Bull.*, Mar. 38, pp. 19-22; Industrial Classification Code (C-21); Industrial Classification and Employer Account Numbers in State Unemployment Compensation Agencies (C-78).

*Interstate benefit plan.*—"Interstate Benefit Payment Plan," *Soc. Sec. Bull.*, Apr. 38, pp. 18-19, May 38, pp. 17-18, Nov. 38, pp. 23-24; "Migration of Workers to Michigan," *Soc. Sec. Bull.*, May 39, pp. 15-20; "Operation of the New England Interstate Agreement in Rhode Island," *Soc. Sec. Bull.*, May 38, pp. 7-10; Local Office Procedures for Handling Multistate Claims (C-26).

*Job descriptions and specifications.*—Automobile Manufacturing (C-53); Bakery Products (C-44); Cleaning,

Dyeing, and Pressing (C-45); Construction (C-46); Cotton Textile (C-54); Hotels and Restaurants (C-47); Job Foundries (C-48); Job Machine Shops (C-49); Laundry (C-50); Lumber and Lumber Products (C-51); Retail Trade (C-52).

*Migrant workers.*—"Migration of Workers to Michigan," *Soc. Sec. Bull.*, May 39, pp. 15-20.

*Occupational titles.*—Dictionary of Occupational Titles (C-8, 9).

*Part-time and partial employment.*—Benefits for Partial Unemployment (C-4); Draft Regulations on Employer Reports and Claims for Benefits for Partial Unemployment . . . (C-15); Procedures for Paying Unemployment Benefits to Part-Time Workers (C-32).

*Personnel merit systems.*—"Merit-System Standards in Social Security Administration," *Soc. Sec. Bull.*, Feb. 39, pp. 15-17; Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies (A-13); Merit System Administration Manual (A-14); Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies (A-15).

*Public relations.*—"Interviewing," *Soc. Sec. Bull.*, Apr. 40, pp. 11-16; "Public Relations in the Administration of Social Legislation," *Soc. Sec. Bull.*, Oct. 38, pp. 3-5; A Counseling Program for Public Employment Offices (C-7); Interviewing Applicants in Public Employment Offices (C-25); Field Visiting Program for the Public Employment Service (C-19); Filling Jobs in Laundries (C-106). See also monthly issues of *Emp. Sec. Rev.* for articles dealing with public relations in placement activities.

*Relationship to other programs.*—"Effect of Unemployment Benefits on 2,500 Relief Cases in Philadelphia," *Soc. Sec. Bull.*, Mar. 38, pp. 41-42; "The Railroad Unemployment Insurance Act and Unemployment Compensation Administration," *Soc. Sec. Bull.*, Aug. 38, pp. 12-16; "The Relationship Between Unemployment Compensation and Relief From a National Point of View," *Soc. Sec. Bull.*, June 38, pp. 7-13; Unemployment and Health Insurance in Great Britain, 1911-1937 (A-23).

*Reporting procedures.*—"Pay-Roll Report Forms of State Unemployment Compensation Agencies," *Soc. Sec. Bull.*, Mar. 38, pp. 26-28; "The Statistical Adequacy of Employers' Occupational Records," *Soc. Sec. Bull.*, May 39, pp. 21-24; "Statistics of Unemployment Compensation," *Soc. Sec. Bull.*, Mar. 38, pp. 22-25; "Unemployment Compensation Statistical Reporting," *Soc. Sec. Bull.*, Feb. 39, pp. 3-9; Instructions to State Employment Security Agencies Relative to Statistical Reports (C-23); Outline of Employer's Duties Under the Social Security Act and the Internal Revenue Code as Amended August 1939 (A-36); Unemployment Compensation Research and Statistics (C-103); Wage and Separation Reporting in Unemployment Compensation (C-104).

*Seasonal workers.*—"Seasonal Workers and Unemployment Compensation," *Soc. Sec. Bull.*, Sept. 38, pp. 8-15; "Seasonal Workers Under the Mississippi Unemployment Compensation Law," *Soc. Sec. Bull.*, Feb. 39, pp. 10-14; "Seasonality in Ohio Canning Establishments in Relation to Unemployment Compensation," *Soc. Sec. Bull.*, Oct. 38, pp. 6-10; Determination of Seasonal Employments for



Unemployment Compensation (C-69); Seasonal Employment in Ohio Canning and Preserving Establishments, 1926-36 (C-94); Seasonal Workers and Unemployment Compensation in Great Britain, Germany, and Austria (C-55).

*Simplification proposals.*—Interim Report on Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-79); Quantitative Analysis of Unemployment Compensation Simplification Proposals (C-91); Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-35); State Statistical Analyses Relating to Unemployment Compensation Simplification (C-98).

*Standards.*—Draft Regulation Relating to Procurement of Furniture . . . (C-16); Draft Travel Regulations . . . (C-18); Instructions to State Agencies Relative to Fiscal Affairs . . . (C-22); Procedures for Computing Amounts to be Transferred from the Accounts of States to the Railroad Unemployment Insurance Account in the Unemployment Trust Fund (C-31).

*Staff training.*—Training and the Training Supervisor (C-38); Training in Unemployment Compensation Administration—A Selected Bibliography for Supervisors (C-39); Training Through Job Analysis (C-40).

## Amendments to Social Security Act and Board Recommendations

See under *General* in these notes.

## Operating Statistics

*Benefit payments and duration.*—For monthly data on number and amount of benefit payments, by States, see *Soc. Sec. Bull.* and Annual Reports (A-9, 10, 11, 12); for fiscal-year totals, by States, for all benefit-paying jurisdictions, see Annual Reports (A-9, 10, 11, 12); for data on number of payments by amounts of checks, by States, January-June 1938, see Third Annual Report (A-11); for data on average benefit and percentage distribution of number of benefits by amount of benefit check, by States, April-June 1939, see Fourth Annual Report (A-12); for number of individuals receiving benefits during the week ended nearest the midmonth, and number of beneficiaries exhausting wage credits during the month, by States, see *Soc. Sec. Bull.* from Mar. 39; for January-June 1939 data on number of beneficiaries exhausting wage credits, by States and by months, see Fourth Annual Report (A-12).

For summary analyses of payments, see Annual Reports (A-9, 10, 11, 12); for recommendations, see Annual Reports (A-9, 10, 11, 12) and "Liberalizing Unemployment Compensation," *Soc. Sec. Bull.*, Jan. 40, pp. 3-5.

*Characteristics of workers.*—For characteristics of workers placed by public employment offices during the periods July-September and October-December 1939, see *Soc. Sec. Bull.*, Jan. and May 40; for characteristics of workers in the active files of employment service offices, see: Filling Nine Million Jobs (C-43); Survey of Employment Service Information (C-57, 58, 59); Twelve and a Half Million Registered for Work (C-60); Who Are the Job-Seekers? (C-61).

*Claims.*—For summaries of appealed claims and adjustments of contested claims, see *Soc. Sec. Bull.*, June, Oct. 38, and Feb., July 39; for summary of decisions of first appeal body, by issues involved, January-June 1938, 15 States, see Third Annual Report (A-11); for data for January-March 1939, 49 jurisdictions, see Fourth Annual Report (A-12); for digests of decisions, see the Benefit Series of the Unemployment Compensation Interpretation Service (A-3).

For monthly data on number of initial and continued claims filed for total and partial unemployment, by States, see *Soc. Sec. Bull.*; for tabular data, by States and by months, January-June 1938, relating to number of initial and continued claims filed for total and partial unemployment, see Third Annual Report (A-11); for fiscal-year data, by States and by months, 1938-39, relating to number of initial and continued claims received in local offices, see Fourth Annual Report (A-12); for analysis of conditions affecting volume of claims, see Benefit Claims for Unemployment Compensation in the United States Under Certain Employment Conditions (C-65).

For number of new claims authorized, by States and by months, see *Soc. Sec. Bull.* from Mar. 39; for number of initial claims (new claims and additional claims filed for subsequent spells of unemployment within the same benefit year) authorized for payment January-June 1938, by States and by months, see Third Annual Report (A-11); for number of new claims authorized for payment January-June 1939, by States and by months, and for data on allowances and disallowances on first determination January-June 1939, see Fourth Annual Report (A-12); for similar data by quarters for 1939, see *Soc. Sec. Bull.*, May, Dec. 39, and Feb. 40; for special analyses, see Principles Underlying Disqualification for Benefits in Unemployment Compensation (C-90).

For monthly tabular data on number of initial and continued out-of-State claims received as liable State, by States, see *Soc. Sec. Bull.* from Mar. 39; for number of out-of-State initial claims received by liable States from agent States, July-September 1939, see *Soc. Sec. Bull.*, Dec. 39; for number of out-of-State initial claims received as liable State and forwarded as agent State, October-December 1939, see *Soc. Sec. Bull.*, Mar. 40.

*Coverage, employment, and unemployment.*—For coverage estimates, see *Soc. Sec. Bull.*, Mar., June, Aug. 38, and Mar. 39; Annual Reports (A-9, 10, 11, 12); and Social Security in America (A-22). For estimated volume of employment covered by State laws, June 1936 and fiscal year 1936-37, by quarters, see Second Annual Report (A-10); for similar data for 1937, see "Estimated Volume of Employment Covered by State Unemployment Compensation Laws," *Soc. Sec. Bull.*, Mar. 38, pp. 29-31.

For estimated number of subject employers and number of workers with wage credits under State systems as of May 1938, see Third Annual Report (A-11); for similar data as of June 1939 and data relating to employment of covered workers, by States and by months, and monthly average employment of covered workers by States and by major industrial divisions, 1938, see Fourth Annual Report (A-12). For 1938 employment and pay-roll data, see



Employment and Pay Rolls in State Unemployment Compensation Systems (C-74).

For a special analysis of employment and unemployment among covered workers, see Unemployment Compensation: Estimates of Covered Labor Force . . . (C-100); Unemployment Compensation: Estimates of Employment and Unemployment in the Covered Gainful Worker Groups, by States, 1932-36 (C-101). For indexes of employment and estimates of unemployment, see *Soc. Sec. Bull.* and Social Security in America (A-22). See also Duration of Unemployment, by States, 1930-34 (C-70); Dynamic Analysis of Unemployment Statistics (C-71); and Fundamental Considerations Underlying the Interpretation of Employment and Unemployment Statistics (C-77).

*Financing benefits.*—For monthly data on State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, and for contributions deposited in State clearing accounts, by States, see *Soc. Sec. Bull.*; for data on State unemployment compensation funds available for benefits, collections and interest, and benefits charged, by States, as of June 1938 and for the fiscal year 1938-39, see Third and Fourth Annual Reports (A-11, 12); for tabular data on status of unemployment trust fund by fiscal years and as of end of the month, and for summaries of operations of the fund, see *Soc. Sec. Bull.*; for similar data as of June, September, and December 1936, see First Annual Report (A-9); for status of fund as of June and December 1936 and June 1937, see Second Annual Report (A-10); for 1936-37 and 1937-38 fiscal-year tabulations of amount of contributions deposited, interest credited, withdrawals, and balances, by States, see Third Annual Report (A-11); for similar data for 1938-39 and for balances in fund at end of fiscal years 1935-36, 1936-37, and 1937-38, see Fourth Annual Report (A-12); for dates of first deposit in and first withdrawal from unemployment trust fund, by States, see *Soc. Sec. Bull.*, Mar. 40.

For tabular and summary data on Federal tax collections under Federal Unemployment Tax Act, see *Soc. Sec. Bull.* and Annual Reports (A-9, 10, 11, 12).

For summary data on relation of benefits to total funds available and to contributions, see *Soc. Sec. Bull.* and Annual Reports (A-9, 10, 11, 12); for special studies, see: "Effect of a Shortened Waiting Period on Unemployment Benefit Costs," *Soc. Sec. Bull.*, Jan. 39, pp. 20-26; Financing the Social Security Act (B-27); Social Security in America (A-22); Unemployment Compensation Contributions, Benefits, and Reserves (C-99); Unemployment Compensation Financing (C-102).

*Placement activities.*—For tabular and summary data of activities of public employment offices by States and by months, see *Soc. Sec. Bull.*; for similar data by States and by regions and for data on special placement activities for veterans, agricultural workers, and juniors, see *Emp. Sec. Rev.*; for detailed analyses of and tabular data on activities of public employment offices, see: Filling Nine Million Jobs (C-43); Survey of Employment Service Information (C-57, 58, 59); Twelve and a Half Million Registered for Work (C-60); Who Are the Job-Seekers? (C-61).

*Relation to relief.*—For effect of unemployment benefits

on opening and closing of relief cases in selected cities, see *Soc. Sec. Bull.* from Aug. 38.

## Foreign Systems

"Deciding Claims to Unemployment Benefits; An Outline of the British System," *Soc. Sec. Bull.*, July 38, pp. 16-22; "The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; "Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Dec. 38, pp. 11-19; "Unemployment and Health Insurance in Great Britain, 1911-37" (abstract of study of same title listed below), *Soc. Sec. Bull.*, Aug. 38, pp. 23-26.

Abstract of Unemployment Insurance Legislation in European Countries (C-62); An Outline of Foreign Social Insurance and Assistance Laws (A-20); Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria (C-55); Social Insurance for Salaried Employees in Austria (A-29); Social Insurance in Europe and Social Security in the United States (A-30); Social Security in America (A-22); Unemployment and Health Insurance in Great Britain, 1911-1937 (A-23).

## Legislative Proposals and Provisions

For analyses of unemployment compensation provisions of unamended Social Security Act and of early State laws and of standards of structural provisions, see Social Security in America (A-22); for analyses of amended Federal act, see Commentary on Unemployment Provisions of Social Security Act Amendments of 1939 (C-67); for brief notes on State legislative changes, see *Soc. Sec. Bull.*, Apr., May, July, Aug. 38, Feb. through Sept., Nov. 39, and Feb., Apr. 40; for summary accounts of legislative changes in fiscal years 1937-38 and 1938-39, see Third and Fourth Annual Reports (A-11, 12); for provisions of State laws, see Annual Reports (A-9, 10, 11, 12) and Significant Provisions of State Unemployment Compensation Laws (C-108); for special analyses of State laws, see: "Notes on Adequacy of Unemployment Compensation," *Soc. Sec. Bull.*, Jan. 40, pp. 6-9; Analysis of State Unemployment Compensation Laws (C-64); Comparison of State Unemployment Compensation Laws as of Mar. 1, 1940 (C-42); Interim Report on Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-79); Simplification of the Benefit Formula in State Unemployment Compensation Laws (C-35); and for summaries of legal maximum and minimum benefit amounts and duration, see Second Annual Report (A-10). For draft bills, see Draft Bills for State Unemployment Compensation of Pooled Fund and Employer Reserve Account Types (C-11); Draft Bill for State Unemployment Compensation of Pooled Fund Type (C-12); Suggested Draft Amendments to State Unemployment Compensation Laws Occasioned by Enactment of the Social Security Act Amendments of 1939 (C-37). See also *Federal Legislative Proposals and Provisions under General* in these notes.



## Publications

For lists of general publications in the employment security field, see *Soc. Sec. Bull.*; for lists of State reports see *Soc. Sec. Bull.*, May through Sept. 38, and Feb., Mar., Aug. 39; for references to special aspects, see: Bibliography on Negro Labor (C-66); Selected List of References on the Subject of Public Employment Offices (C-56); Selected List of References on Unemployment Compensation and Related Subjects (C-96).

## Railroad Unemployment Insurance Act

For provisions of the Railroad Unemployment Insurance Act, see *Soc. Sec. Bull.*, Aug. 38, pp. 12-16; for tabular data, summaries, and analyses of operations under the act, see *Soc. Sec. Bull.* from Dec. 39; for introductory special article to this series, see *Soc. Sec. Bull.*, Oct. 39, pp. 19-26; for Social Security Board procedures relating to railroad program, see Procedures for Computing Amounts to Be Transferred . . . to the Railroad Unemployment Insurance Account . . . (C-31).

## PUBLIC ASSISTANCE

### Administration

*General.*—For summary accounts, see Second (A-10), Third (A-11), and Fourth (A-12) Annual Reports. For special analyses, see: "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Soc. Sec. Bull.*, Dec. 38, pp. 19-26; "Administration of General Relief in the Continental United States as of December 1937," *Soc. Sec. Bull.*, Nov. 38, pp. 35-50; "Analyzing the Administrative Expenses of Public Assistance Agencies," *Soc. Sec. Bull.*, May 39, pp. 10-14; "Comparative Costs of Administering Public Assistance: An Analysis of the Administrative Expenses of 28 Public Assistance Agencies During 1938-39," *Soc. Sec. Bull.*, Feb. 40, pp. 11-20; "The Concept of Administrative Expenses in Accounting for Public-Assistance Expenditures," *Soc. Sec. Bull.*, July 39, pp. 27-31; "Counting the Recipients of Public Assistance and the Dollars They Receive," *Soc. Sec. Bull.*, May 38, pp. 11-14; "Interchange of Relief Information Among Departments of Public Welfare of Large Cities," *Soc. Sec. Bull.*, June 38, pp. 14-18; "Public Relations in the Administration of Social Legislation," *Soc. Sec. Bull.*, Oct. 38, pp. 3-5; "Some Factors in State Supervision for a Public-Assistance Agency," *Soc. Sec. Bull.*, Aug. 39, pp. 24-26; Activities of Federal-State and Private Agencies Concerned with Work for the Blind and Preventing Blindness (D-33); Clarifying Lines of Administrative Control (C-5); Comparative Statistics of Administrative Cost (D-34); The Confidential Exchange (D-1); Desertion Under the Social Security Act (D-35); Directory of State Public Assistance Agencies (D-2); Family Budgeting for Assistance Grants (D-37); Guide to Aid State Public Assistance Agencies in Measuring Their State and Local Public-Relations Activities (D-5); Organization and Administration of the Confidential Exchange (D-10); Outline of a Program on the Prevention of Blindness (D-11); Plan for a Case Census of Recipients of Public Assistance (D-13); Present Method of Distributing Relief in Specified Cities (D-14); Proceedings

of the Second National Conference of State Directors of Research and Statistics in Public Assistance Agencies (D-42); Report of Survey of Housing and Welfare (D-44); Report . . . to the Council of the American Academy of Ophthalmology and Otolaryngology (D-43); Review of the Program of the Division of Public Assistance Research and Plans for the Future (D-45); Social Case Histories of Public Assistance Agencies (D-47); Some Factors to be Considered in Developing Procedures for Fair Hearings (D-16); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (D-18); Statistics for Administrators and the Public (D-54); Suggested Minimum Requirements for Sound Administration (D-19); Suggestive Definitions for Use in State Public Assistance Plans (D-21); Suggestive Sources of Investigation (D-22); Talking Book Service for the Blind (D-56); West Virginia Central Clearance Index (D-26).

*Personnel merit systems.*—"Merit-System Standards in Social Security Administration," *Soc. Sec. Bull.*, Feb. 39, pp. 15-17; Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies (A-13); Merit System Administration Manual (A-14); Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies (A-15).

*Reporting procedures.*—"Counting the Recipients of Public Assistance and the Dollars They Receive," *Soc. Sec. Bull.*, May 38, pp. 11-14; Field Reporting—Staffs of State Public Assistance Agencies (D-8); Instructions for Study of Causes of Blindness Among Recipients of Aid to the Blind (D-6); Method of Counting Composite Cases in Specified Agencies (D-9); Physician's Report on Eye Examination; Instructions Regarding Procedure in Determining Blindness (D-12); Reports on Eligibility to be made Available in the Office of State Agencies Administering Public Assistance Plans (D-15); The Social Security Board's Statistics in the Field of Relief (D-50); The Supervising Ophthalmologist and the Use of PA-701 (D-23).

*Staff qualifications and training.*—Division of Technical Training Reports, 1938 and 1939 (D-36); Functions of a Consultant on Staff Development in Public Assistance (D-4); The Medical Social Worker in the Social Security Program (D-8); Principles Underlying a Staff Development Program for a Public Assistance Agency (D-41); Selective Reading List . . . (D-46); Standards for the Organization of the Research and Statistical Function and for the Selection of Statistical Personnel in State Public Assistance Agencies (D-18); Suggestions Relating to the Requirements and Selection of Personnel for the Use of State Agencies Administering or Supervising Assistance Under the Social Security Act . . . (D-20); Use of Federal Administrative Funds for Paying Salaries to State Staff Members on Educational Leave in Schools of Social Work (D-24); . . . Staff Evaluations in a Staff Development Program (D-25).

### Operating Statistics—Special Types of Public Assistance

*Applications and case loads.*—For data on applications for the special types of public assistance in States adminis-



tering Federal funds, February-June 1936 and the fiscal years 1936-37 and 1937-38, and applications pending as of the end of the fiscal year, see First (A-9), Second (A-10), and Third (A-11) Annual Reports. For applications pending as of June 1939, see Fourth Annual Report (A-12). For special analyses, see "Applications for Public Assistance Under the Social Security Act—1937," *Soc. Sec. Bull.*, Apr. 38, pp. 28-32; "Case Turn-Over in Public Assistance Under the Social Security Act," *Soc. Sec. Bull.*, Aug. 38, pp. 50-56; "... in the Special Types of Public Assistance," *Soc. Sec. Bull.*, May 39, pp. 57-58.

*Recipients and amount of payments.*—See issues of *Soc. Sec. Bull.* for monthly or summary data and Annual Reports (A-9, 10, 11, 12) for fiscal-year data. For monthly summary data on the special types of public assistance and Federal work programs, see monthly press release, "Payments for Public Assistance and Earnings Under Federal Work Programs." For data relating to 116 urban areas, see *Soc. Sec. Bull.*; for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and June, Sept. 39. For data on special types of public assistance by States for the calendar year 1937, and by counties for December 1937, see Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937 (D-31). For data on special types of public assistance by States for the calendar years 1936-39 and by counties for December 1939, see Trends in Public Assistance 1933-39 (D-32).

For special analyses and compilations, see: "Almshouse Care and the Old-Age Assistance Program," *Soc. Sec. Bull.*, Mar. 38, pp. 42-43; "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Analysis of Grants to 586,000 Recipients of Old-Age Assistance," *Soc. Sec. Bull.*, Nov. 38, pp. 12-19; "Contrast of Old-Age Assistance Payments in Urban and Rural Areas," *Public Assistance (A-7)* for December 1937, pp. 5-6; "Expenditures per Inhabitant for the Special Types of Public Assistance and General Relief in 1939," *Soc. Sec. Bull.*, May 40, pp. 35-37; "The Incidence of Aid to the Blind in Four New England States," *Soc. Sec. Bull.*, Sept. 38, pp. 16-19; "The Influence of Federal and State Maximums on Grants Approved for Aid to Dependent Children in 1937-38," *Soc. Sec. Bull.*, Aug. 39, pp. 7-14; "Payments per Inhabitant for the Special Types of Public Assistance and General Relief, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, pp. 44-45; "... in 1938," *Soc. Sec. Bull.*, Feb. 39, pp. 59-60; "Public Aid for the Care of Dependent Children in Their Own Homes, 1932-38," *Soc. Sec. Bull.*, Apr. 39, pp. 24-35; "Public Aid in the United States Since 1933," *Soc. Sec. Bull.*, Apr. 39, pp. 45-52; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; "... Total and Per

Capita Amount from Public Funds for Specified Types of Assistance and from Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Special Types of Public Assistance, 1933-39," *Soc. Sec. Bull.*, Nov. 39, pp. 35-38; "Variations in Payments to Recipients of Old-Age Assistance," *Public Assistance (A-7)* for October 1937, pp. 3-4; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30).

*Characteristics of recipients.*—For data pertaining to all three special types of public assistance, see, for tabular summaries, fiscal year 1936-37, Second Annual Report (A-10); for 1937-38, Social Data on Recipients of Public Assistance Accepted . . . (D-48); for 1938-39, . . . (D-49). For analytical summaries, see Second (A-10) and Fourth Annual Report (A-12).

For special analyses of characteristics of recipients of old-age assistance, see: "Physical Condition and Medical Care of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, Mar. 39, pp. 21-27; "Race, Nativity, Citizenship, Age, and Residence of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, June 39, pp. 23-31; "Relief Status of One Million Recipients Accepted . . .," *Soc. Sec. Bull.*, Dec. 38, pp. 3-10; "Sex, Marital Status, and Living Arrangements of 1,000,000 Recipients . . .," *Soc. Sec. Bull.*, Feb. 39, pp. 20-26.

For a special analysis of characteristics of recipients of aid to the blind, see: "Recipients Accepted . . . in 1937-38: Analysis of Grants, Assistance, and Employment Status, and Arrangements for Education," *Soc. Sec. Bull.*, Nov. 39, pp. 11-23.

### Operating Statistics—General Relief

*Recipients (cases and households) and amount of payments.*—See *Soc. Sec. Bull.* for monthly or summary data and for data relating to 116 urban areas. For data by States for 1937-39 and by counties for December 1939, see Trends in Public Assistance 1933-39 (D-32). For data relating to selected large cities, see *Soc. Sec. Bull.* from July 38, and General Relief Operations of Public Agencies in Selected Large Cities, January 1938-June 1939 (D-38); for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and for June, Sept. 39. For special analyses, see: "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration, and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Expenditures per Inhabitant for the Special Types of Public Assistance and General Relief in 1939," *Soc. Sec. Bull.*, May 40, pp. 35-37; "General Relief from Public Funds," *Soc. Sec. Bull.*, June 38, pp. 57-64; "Payments per Inhabitant for the Special Types of Public Assistance and General Relief, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, pp. 44-45; "... in 1938," *Soc. Sec. Bull.*, Feb. 39, pp. 58-59; "Public Aid in the United States Since 1933," *Soc. Sec. Bull.*, Apr. 39, pp. 45-52; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified



Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per Capita Amount from Public Funds for Specified Types of Assistance and from Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30). See also Social Security Board's Statistics in the Field of Relief (D-50).

*Relationship to unemployment compensation.*—"The Effect of Unemployment Benefits on 2,500 Relief Cases in Philadelphia," *Soc. Sec. Bull.*, Mar. 38, pp. 41-42 (for effect of unemployment benefits on opening and closing of relief cases, see section of *Soc. Sec. Bull.* from July 38 which presents data for selected large cities); "The Relationship Between Unemployment Compensation and Relief From a National Point of View," *Soc. Sec. Bull.*, June 38, pp. 7-13.

### **Operating Statistics—Federal Work Programs (CCC, NYA, WPA, Other Federal Work Projects)**

*Number of persons employed and earnings.*—See *Soc. Sec. Bull.* for monthly or summary data; for monthly data, 1933-39, see Trends in Public Assistance, 1933-39 (D-32); for monthly summary data on public assistance and Federal work programs, see monthly press release, "Payments for Public Assistance and Earnings Under Federal Work Programs." For data relating to 116 urban areas, see *Soc. Sec. Bull.*; for data on rural and town areas, see *Soc. Sec. Bull.* through Mar. 39 and for June, Sept. 39. For special analyses and compilations see: "Amount Expended for Public and Private Assistance and for Earnings of Persons Employed on Projects Operated by the Works Progress Administration, and Amount Expended per Inhabitant, by Urban Areas, 1938," *Soc. Sec. Bull.*, Mar. 39, pp. 56-57; "Public and Private Aid in 116 Urban Areas, Calendar Year 1939," *Soc. Sec. Bull.*, Apr. 40, pp. 59-61; "Public Assistance and Earnings Under Federal Work Programs in the United States, 1933-39," *Soc. Sec. Bull.*, Feb. 40, pp. 49-56; "Public Relief in the Continental United States, 1933-38," *Soc. Sec. Bull.*, Feb. 39, pp. 47-56; "Relief in 116 Urban Areas: Total and Amount per Inhabitant from Public Funds for Specified Types of Assistance and from Private Funds, 1937," *Soc. Sec. Bull.*, Sept. 38, pp. 49-50; ". . . Total and Per Capita Amount from Public Funds for Specified Types of Assistance and From Private Funds, 1936," *Soc. Sec. Bull.*, Apr. 38, pp. 52-53; "Relief Trends in Cambridge, Massachusetts, 1929-37," *Soc. Sec. Bull.*, Aug. 38, pp. 17-22; "Statistics by States, 1938 and 1939," *Soc. Sec. Bull.*, Mar. 40, pp. 65-67; Public and Private Aid in 116 Urban Areas, 1929-38, With Supplement for 1939 (D-30).

### **Financing**

For grants to States for social security programs, expenditures under the Social Security Act, total and social security expenditures, see Public Assistance Grants-in-Aid for Assistance and Administration for the fiscal years 1936-40 (A-8) and monthly or summary data in *Soc. Sec. Bull.*; for fiscal-year summaries, see Annual Reports

(A-9, 10, 11, 12). For special analyses, see: "Amounts Expended from [State] Old-Age Assistance Funds for Burial of Recipients of Old-Age Assistance, by States, Fiscal Year Ended June 30, 1939," *Soc. Sec. Bull.*, Aug. 39, p. 49; "Distribution of Public-Assistance Funds Within States," *Soc. Sec. Bull.*, Dec. 39, pp. 23-28; "Earmarking Tax Funds for Welfare Purposes," *Soc. Sec. Bull.*, Jan. 40, pp. 10-20; "The Financial Participation of the Federal Government in State Welfare Programs," *Soc. Sec. Bull.*, Jan. 40, pp. 21-33; "General Relief From Public Funds," *Soc. Sec. Bull.*, June 38, pp. 57-64; "Sources of Funds," *Public Assistance (A-7)* for September 1937, pp. 25-26, and for December 1937, pp. 7-8; ". . . Disbursed for Public Assistance During the Fiscal Year 1937-38," *Soc. Sec. Bull.*, Nov. 38, pp. 58-62; ". . . Disbursed for the Special Types of Public Assistance in 1938," *Soc. Sec. Bull.*, Sept. 39, pp. 61-67; ". . . Disbursed for the Special Types of Public Assistance and General Relief in 1938-39," *Soc. Sec. Bull.*, Jan. 40, pp. 65-72; "State and Local Financing of Special Types of Public Assistance, 1933-37," *Public Assistance (A-7)* for November 1937, pp. 3-5.

### **Foreign Systems**

"The New Zealand Social Security Act," *Soc. Sec. Bull.*, May 39, pp. 3-9; "The Roles of Unemployment Insurance and Unemployment Assistance in Great Britain," *Soc. Sec. Bull.*, Mar. 40, pp. 3-12; Old Age in Sweden: A Program of Social Security (A-19); An Outline of Foreign Social Insurance and Assistance Laws (A-20); Social Security in America (A-22).

### **Laws and Plans**

For provisions of State laws and plans prior to passage of Social Security Act, see: Social Security in America (A-22). For provisions of and data relating to State laws and plans subsequent to passage of Social Security Act, see: "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Soc. Sec. Bull.*, Dec. 38, pp. 19-26; "The Law and Administrative Practice as Barriers to Mobility of Population," *Soc. Sec. Bull.*, Oct. 39, pp. 3-10; Annual Reports (A-9, 10, 11, 12); Characteristics of State Plans for Old-Age Assistance Approved by the Federal Social Security Board (D-29); . . . for Aid to the Blind (D-27); . . . for Aid to Dependent Children (D-28); Manual of State Public Assistance Legislation (D-7); State Public Assistance Plans and Amendments Approved by the Social Security Board as of Apr. 30, 1940 (D-53); Summary of Developments in State Legislation . . . July 1, 1938-June 30, 1939 (D-55).

### **Publications**

For lists of general publications in the field of public assistance, see monthly issues of *Soc. Sec. Bull.* and Selective Reading List on Public Welfare and Social Work Topics (D-46); for lists of State statistical bulletins, surveys, and reports, see *Soc. Sec. Bull.*, June, Aug. 38, and Jan., July 39; for a list of studies undertaken by State agencies, see Special Studies in the Field of Public Welfare (D-51, 52).



• VIII •

## PUBLICATIONS







# Publications of the Social Security Board

Publications with prices listed are on sale by the Superintendent of Documents, United States Government Printing Office, Washington, D. C.; all purchase orders, accompanied by remittance, should be addressed directly to that office. Publications now in preparation, with their prices, will be announced in the *Social Security Bulletin* and in the *Monthly Catalog* issued by the Superintendent of Documents.

Unless otherwise indicated,<sup>1</sup> a limited supply of the publications listed is available without charge to official agencies directly concerned with administration of the social security program.

Informational circulars listed are generally available on request to Publications Distribution Section, Office of the Executive Director, Social Security Board, Washington, D. C.

Requests for reprints from the *Social Security Bulletin* should be addressed to the Bureau of Research and Statistics, Social Security Board, Washington, D. C.

## GENERAL<sup>2</sup>

### Periodicals (excluding press releases and processed statistical releases)

- A-1. *Social Security Bulletin*. Monthly. Beginning with Vol. 1, Nos. 1-3 (March 1938). Subscription price: \$2 a year in the United States, Canada, and Mexico; in other countries, \$3.75 a year. Single copies, 20 cents.
- †A-2. *Selected Current Statistics*. Bureau of Research and Statistics. Predecessor of the *Social Security Bulletin*. Monthly from August 1936 to September 1937. Continued as *Social Security Bulletin* from October 1937 to February 1938. Processed.
- A-3. *Unemployment Compensation Interpretation Service—The Benefit Series*. Bureau of Employment Security. Monthly, with semiannual index. Subscription price, \$5 a year; single copies, 50 cents. (Vol. 1, \$1; vol. 2, \$2.)
- §A-4. *Unemployment Compensation Interpretation Service—The Federal Series*. Bureau of Employment Security. Monthly.
- §A-5. *Unemployment Compensation Interpretation Service—The State Series*. Bureau of Employment Security. Quarterly. Consolidated with A-3 beginning January 1941.
- A-6. *Employment Security Review*. (Until January 1940- *Employment Service News*.) Bureau of Employment Security. Monthly. Subscription price, \$1 a year; single copies, 10 cents. Issues up to and including Vol. 6, No. 7 (July 1939) published by U. S. Employment Service, Department of Labor.
- †A-7. *Public Assistance*. Preprint, monthly, of section of the *Social Security Bulletin*, including "Statistics for Urban Areas." Continues monthly statistical releases, *Public Assistance Statistics for the United States*, printed for

months September-December 1937, processed for February 1936-August 1937; and "Relief in Urban Areas," reported in statistical releases, printed for June 1937-November 1938, processed for January-May 1937 (see also D-30). Also continued monthly statistical releases, "Relief in Rural and Town Areas," printed for August 1937-December 1938, processed for June-July 1937; discontinued with data for June 1939.

- A-8. *Public Assistance Grants-in-Aid for Assistance and Administration* (as approved by the Social Security Board). Bureau of Public Assistance. Quarterly. Beginning Feb. 1, 1936.

### Annual Reports

- \*A-9. *First Annual Report of the Social Security Board*. 1937. 131 pp.
- A-10. *Second Annual Report of the Social Security Board*. 1937. 205 pp. 30 cents.
- A-11. *Third Annual Report of the Social Security Board*. 1938. 249 pp. 30 cents.
- A-12. *Fourth Annual Report of the Social Security Board*. 1939. 309 pp. 40 cents.

### Manuals and Draft Proposals

- §A-13. *Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies*. Office of the Executive Director. November 1939. 16 pp. Processed.
- §A-14. *Merit System Administration Manual*. Office of the Executive Director. 1938 and 1939. 307 pp. Processed.
- A-15. *Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies*. Office of the Executive Director. November 1939. 4 pp. Processed.

### Technical Reports and Compilations—Printed

- A-16. *Cash Benefits Under Voluntary Disability Insurance in the United States*, by Elizabeth L. Otey. Bureau of Research and Statistics. In press.

<sup>1</sup> Exceptions are noted by the following symbols:

\* Out of print; may be consulted in depository libraries.

† Out of print.

‡ Limited supply available for distribution on request to Bureau named in citation.

§ Distributed only to official agencies collaborating in administration.

\* This category includes publications dealing with general aspects of social security or with 2 or more programs under the Social Security Act.



- A-17. *Compilation of the Social Security Laws; Including the Social Security Act Amendments of 1939 and Other Enactments of the 76th Congress, 1st Session.* 1939. 92 pp. 10 cents.
- A-18. *Final Report of the Advisory Council on Social Security, December 10, 1938.* 1939. 54 pp. 5 cents.
- A-19. *Old Age in Sweden: A Program of Social Security,* by Helen Fisher Hohman. 1940. 305 pp. 35 cents.
- A-20. *An Outline of Foreign Social Insurance and Assistance Laws.* Tabular summaries. Bureau of Research and Statistics. In press.
- †A-21. *Proposed Changes in the Social Security Act.* January 1939. (Included in E-13, p. 263.)
- \*A-22. *Social Security in America; the Factual Background of the Social Security Act as Summarized From Staff Reports to the Committee on Economic Security.* 1937. 592 pp. With index.
- A-23. *Unemployment and Health Insurance in Great Britain, 1911-1937,* by Marianne Sakmann. Bureau of Research and Statistics. 1938. 44 pp. 10 cents.

### Technical Reports and Compilations—Processed

- A-24. *A Comparison of Dependent and Productive Groups in Various Populations,* by Robert J. Myers. Office of the Actuary. January 1938. 19 pp.
- §A-25. *Economic and Fiscal Summary for Pennsylvania,* by Daniel S. Gerig, Jr. Bureau of Research and Statistics. March 1940. 64 pp.
- †A-26. *The Fiscal Capacity of the States: A Source Book,* by Paul H. Wueller and others. Bureau of Research and Statistics. April 1938. 201 pp.
- §A-27. *Incidence and Effects of the Pay-Roll Tax,* by H. P. Mulford. Bureau of Research and Statistics. October 1936. 71 pp.
- †A-28. *Medical Care, Health Insurance and Related Topics—A Selected Bibliography.* Bureau of Research and Statistics. September 1938. 2 pp.
- †A-29. *Social Insurance for Salaried Employees in Austria,* by Marianne Sakmann. Bureau of Research and Statistics. 1937. 25 pp.
- †A-30. *Social Insurance in Europe and Social Security in the United States: A Comparative Analysis,* by Karl Pribram. Bureau of Research and Statistics. April 1937. 37 pp.
- †A-31. *Tips in Relation to Wages Under the Social Security Program,* by Rae Needleman. Bureau of Research and Statistics. 1938. 44 pp.
- †A-32. *Work and Wages at the Amoskeag Manufacturing Company Mills, 1927-35.* Bureau of Research and Statistics. 1937. 13 pp.
- †A-33. *Principal Provisions of Foreign Compulsory Contributory Insurance Laws Covering the Risks of Old Age, Invalidity, and Death,* by Marianne Sakmann. Bureau of Research and Statistics. July 1938. 12 pp.

- §A-34. *Suggestive Statement of Principles Underlying the Determination of Eligibility for Medical Care.* Bureau of Public Assistance. December 1939. 5 pp.

### Informational Circulars

- A-35. *A Brief Reading List on the Social Security Act, Including References on the Amendments of 1939.* Informational Service. 1939. 12 pp. 5 cents.
- A-36. *Outline of Employer's Duties Under the Social Security Act and the Internal Revenue Code as Amended August 1939.* Informational Service. December 1939. 4 pp.
- A-37. *100 Questions and Answers on the New Social Security Program.* Informational Service. 1939. 24 pp.
- A-38. *Security for Children—Two Plans Under the Social Security Act.* Informational Service. 1940. 6 pp. In press.
- A-39. *Three Years' Progress Toward Social Security.* Informational Service. August 1938. 16 pp.
- A-40. *Two Plans for Old-Age Security.* Informational Service. 1940. 6 pp.
- A-41. *What Is Social Security—A Brief Explanation of the Social Security Act.* Informational Service. Rev. 1940.
- A-42. *Why Social Security?* by Mary Ross. Informational Service. 1938. 32 pp. With illustrations by Hendrik Willem Van Loon.

### Reprints From Social Security Bulletin

- A-43. *Cash Benefits Under Voluntary Disability Insurance,* by Elizabeth L. Otey. Vol. 2, No. 2 (February 1939), pp. 27-33.
- A-44. *Children and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 11 (November 1939), pp. 29-36.
- A-45. *Children in Urban and Rural Families,* by Barkev S. Sanders and Doris Carlton. Vol. 2, No. 10 (October 1939), pp. 36-46.
- A-46. *Costs and Benefits Under Prepayment Medical-Service Plans,* by Louis S. Reed. Vol. 3, No. 3 (March 1940), pp. 13-26.
- A-47. *Economic Status of the Aged,* by Marjorie Shearon. Vol. 1, Nos. 1-3 (March 1938), pp. 5-16.
- A-48. *The Economic Status of Urban Families and Children,* by I. S. Falk and Barkev S. Sanders. Pt. II. Vol. 2, No. 5 (May 1939), pp. 25-34.
- A-49. *Family Composition in the United States,* by Barkev S. Sanders. Pt. I. Vol. 2, No. 4 (April 1939), pp. 9-13.
- A-50. *Gainful Workers and Income in Urban Single-Family Households,* by Barkev S. Sanders. Vol. 2, No. 12 (December 1939), pp. 29-36.
- A-51. *Income of Urban Families and Individuals in Single-Family Households,* by Barkev S. Sanders and Anne G. Kantor. Vol. 2, No. 9 (September 1939), pp. 25-36.



A-52. *A Review of State Legislation Relating to Medical Services and to Cash Payments for Disability, Proposed During 1939*, by Marjorie Shearon. Vol. 3, No. 1 (January 1940), pp. 34-51.

## OLD-AGE AND SURVIVORS INSURANCE

### Regulations

- B-1. *Regulation No. 1—Disclosure of Official Records and Information*. 1939. 4 pp. 5 cents.
- B-2. *Regulations No. 3 (part 403, title 20, Code of Federal Regulations, 1940 Supp.)*; *Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. 116 pp. 15 cents.
- B-3. *Regulations No. 3 (as amended): A Supplement to Subpart G—Procedures, Determination of Claims, Hearing, and Representation of Parties (part 403, title 20, Code of Federal Regulations, 1940 Supplement)*; *Federal Old-Age and Survivors Insurance Under Title II of the Social Security Act as Amended Effective January 1, 1940*. In press.
- B-4. *Social Security Board Regulations No. 2 (as amended)*; *Federal Old-Age Benefits Under Title II of the Social Security Act*. 31 pp. 10 cents.

### Technical Reports and Compilations— Processed

- †B-5. *Actuarial Cost Estimates for Suggested Plan (as compared to those for present title II)*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1939. 11 pp.
- †B-6. *The Aged Population and Social Security*. Bureau of Research and Statistics. October 1937. 93 pp.
- †B-7. *An Analysis of Benefits and the Progress of the Old-Age Reserve Account Under Title II of the Social Security Act*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. June 1938. 59 pp.
- †B-8. *An Analysis of the Costs of Duplicating the Benefits Under Title II by the Use of Insurance Company Contracts*, by Robert J. Myers. Office of the Actuary. July 1938. 17 pp.
- †B-9. *Applications for Social Security Account Numbers, March-December 1937*, by Harry J. Winslow. Bureau of Research and Statistics. February 1938. 3 pp.
- †B-10. *Basic Provisions Adopted by the Social Security Board for the Hearing and Review of Old-Age and Survivors Insurance Claims*. Bureau of Old-Age and Survivors Insurance. January 1940. 44 pp.
- †B-11. *Budgetary Plans for Financing of Old-Age Reserve Account, Fiscal Years 1938 and 1939*, by

Daniel S. Gerig, Jr. Bureau of Research and Statistics. January 1938. 3 pp.

- †B-12. *Comparison of the Present Federal Old-Age Insurance Plan With Proposed Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- §B-13. *Comparison of Proposed Plans AC-10 and AC-11 With the Present Federal Old-Age Insurance Plan and Plan AC-1*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 21 pp.
- †B-14. *Comparison of a Proposed Revision of the Federal Old-Age Insurance Plan With the Present Plan*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. February 1938. 8 pp.
- §B-15. *Cost Estimates for Alternative Old-Age Insurance Plans AC-2 to AC-9 as Suggested by the Advisory Council*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. April 1938. 34 pp.
- §B-16. *Cost Estimates for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 4 pp.
- §B-17. *Cost Estimates (Revised) for Proposed Plan AC-13*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. December 1938. 6 pp.
- §B-18. *Cost Estimates for Various Proposed Modifications of the Old-Age Benefits Under Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. November 1937. 48 pp.
- †B-19. *Cost Estimates (Revised) for Present Title II*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. October 1938. 12 pp.
- †B-20. *Employee Tables: Data Relating to Individual Employees and Their Taxable Earnings, 1937*. Bureau of Old-Age and Survivors Insurance. 1939.
- B-21. *Old-Age and Survivors Insurance Statistics—Employment and Wages of Covered Workers, 1938*. Bureau of Old-Age and Survivors Insurance. 1940. 300 pp.
- †B-22. *Employee Tables: Distribution of Applicants for Employee Account Numbers, by Age, Sex, and Color, for Each State and for the United States, During the Year 1938*. Bureau of Old-Age and Survivors Insurance.
- †B-23. *Employer Tables: Quarterly Tabulations of Employment Volume and Taxable Pay Rolls of Covered Employees, 1938 and 1939*. Bureau of Old-Age and Survivors Insurance.
- B-24. *Estimated Composition of Beneficiaries Under Modified Title II Coverage as Set Forth in Various AC Plans*, by W. R. Williamson and Robert J. Myers. Office of the Actuary. May 1938. 22 pp.
- †B-25. *An Examination of the Reserve Problem*, by Eleanor L. Dulles. Bureau of Research and Statistics. November 1937. 44 pp.



- ‡B-26. *Federal Old-Age and Survivors Insurance Under the Social Security Act as Amended in 1939—A Brief Explanation for the Convenience of Public Welfare Agencies*, by John J. Corson. Bureau of Public Assistance. December 1939. 9 pp.
- ‡B-27. *Financing the Social Security Act*, by Eleanor L. Dulles. Bureau of Research and Statistics. Rev. January 1937. 116 pp.
- ‡B-28. *Fluctuations in Employment Covered by the Federal Old-Age Insurance Program*, by Wladimir Woytinsky. Bureau of Research and Statistics. August 1939. 77 pp.
- Industrial Classification Code.* See C-21.
- ‡B-29. *Insurance Company Costs for Duplicating Title II Benefits*, by Robert J. Myers. Office of the Actuary. July 1938. 6 pp.
- ‡B-30. *Old-Age Benefits; Estimates of Employment and Unemployment in the Covered Gainful Worker Group, by States, 1932-36* (preliminary report), by Harry J. Winslow. Bureau of Research and Statistics. April 1937. 103 pp.
- ‡B-31. *The Problem of Old-Age and Survivors Insurance Coverage Extension to Agricultural Workers*, by Fred Safier. Bureau of Old-Age and Survivors Insurance. January 1940. 9 pp.
- ‡B-32. *Reasons for the Revision of the Old-Age Insurance Program and Resultant Provisions*, by John B. St. John. Bureau of Old-Age and Survivors Insurance. September 1939. 8 pp.
- ‡B-33. *Various Methods of Financing Old-Age Pension Plans*, by W. R. Williamson, R. J. Myers, and E. A. Rasor. Office of the Actuary. September 1938. 38 pp.

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- B-34. *A Handbook on Old-Age and Survivors Insurance Under the Social Security Act*. Informational Service. In press.
- B-35. *How to Calculate Benefits Under Federal Old-Age and Survivors Insurance*. Informational Service. January 1940. 16 pp.
- B-36. *Monthly Benefits Begin in 1940*. Informational Service. September 1939. 8 pp.
- B-37. *Old-Age and Survivors Insurance for Workers and Their Families*. Informational Service. January 1940. 16 pp.
- B-38. *Your Social Security Account Card—Why You Have It and What You Do With It*. Informational Service. 1940. 8 pp.

### Reprints From Social Security Bulletin

- B-39. *Cost Factors in Old-Age Insurance*, by W. R. Williamson. Vol. 1, No. 7 (July 1938), pp. 3-15.
- B-40. *Estimates of Persons With 1937 Wage Credits Who Attain Age 65 in Specified Years*, by Robert J. Myers. Vol. 2, No. 12 (December 1939), pp. 17-22.

- B-41. *Federal Old-Age and Survivors Insurance: A Summary of the 1939 Amendments*. Vol. 2, No. 12 (December 1939), pp. 3-16.
- B-42. *Financial and Economic Data; How the Old-Age Reserve System Works*. Vol. 1, No. 7 (July 1938), pp. 71-78.
- B-43. *Old-Age and Survivors Insurance Trust Fund*. Vol. 2, No. 12 (December 1939), pp. 89-94.
- B-44. *Old-Age Insurance: Covered Workers and Average and Median Taxable Wages in 1937*, by Max J. Wasserman and John R. Arnold. Vol. 2, No. 4 (April 1939), pp. 3-8.
- B-45. *The Revised Benefit Schedule Under Federal Old-Age Insurance*, by Lyle L. Schmitter and Betti C. Goldwasser. Vol. 2, No. 9 (September 1939), pp. 3-12.
- B-46. *Revised Estimates of Coverage Under the Old-Age Insurance Program*. Vol. 2, No. 12 (December 1939), pp. 83-88.
- B-47. *The Statistical Adequacy of Employers' Occupational Records*, by Katherine D. Wood. Vol. 2, No. 5 (May 1939), pp. 21-24.
- B-48. *Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937*, by John J. Corson. Vol. 2, No. 3 (March 1939), pp. 3-9.

## EMPLOYMENT SECURITY

### Manuals, Instructions, Regulations, Draft Proposals

- §C-1. *Amendments to the State Unemployment Compensation Laws Occasioned by the Enactment of the Railroad Unemployment Insurance Act*. Bureau of Employment Security. January 1939. 9 pp. Processed.
- §C-2. *Appeal Procedures*—Pt. I, 50 pp.; Pt. II.—*Organization and Personnel*, 12 pp. Bureau of Employment Security. August 1938. Processed.
- †C-3. *Benefit Payment Procedures Memorandum I*. Bureau of Employment Security. July 1937. 49 pp. Processed.
- §C-4. *Benefits for Partial Unemployment*. Bureau of Employment Security. November 1937. 37 pp. Processed.
- C-5. *Clarifying Lines of Administrative Control*. Bureau of Employment Security. June 1938. 8 pp. Processed.
- C-6. *Conference of Training Supervisors*. Bureau of Employment Security. July 1940. 21 pp. Processed.
- †C-7. *A Counseling Program for Public Employment Offices*. Bureau of Employment Security. 112 pp.
- C-8. *Dictionary of Occupational Titles*. Bureau of Employment Security. 1939. Pt. I.—*Definitions of Titles*, 1287 pp., \$2; Pt. II.—*Group Arrangement of Occupational Titles and Codes*, 330 pp., \$1; Pt. III.—*Conversion Tables*, 259 pp., \$1.



- C-9. *Dictionary of Occupational Titles, Outline for Use in the Introduction of the.* Bureau of Employment Security. May 1940. 95 pp. Processed.
- †C-10. *Draft Amendments to the Benefit Formulas With Transition Provisions.* Bureau of Employment Security. January 1939. 28 pp. Processed.
- †C-11. *Draft Bills for State Unemployment Compensation of Pooled Fund and Employer Reserve Account Types.* Bureau of Employment Security. Rev. January 1937. 151 pp.
- †C-12. *Draft Bill for State Unemployment Compensation of Pooled Fund Type.* Bureau of Employment Security. May 1938. 69 pp. Processed.
- §C-13. *Draft Forms for Use in Benefit Payment Procedures.* Bureau of Employment Security. August 1938. 41 pp. Processed.
- §C-14. *Draft Regulations on Benefit Payment and Appeal Tribunals.* Bureau of Employment Security. February 1938. 20 pp. Processed.
- §C-15. *Draft Regulations on Employer Reports and Claims for Benefits for Partial Unemployment and Registration for Work.* Supplement to C-14. Bureau of Employment Security. March 1938. 9 pp. Processed.
- §C-16. *Draft Regulation Relating to Procurement of Furniture, Fixtures, Equipment, Supplies, Printing and Binding, and Contractual Service by State Agencies Administering Unemployment Compensation and Employment Service.* Bureau of Employment Security. September 1939. 18 pp. Processed.
- §C-17. *Draft Regulations on "Salary Adjustments and Advancements" and "Attendance and Leave" for Use of State Employment Security Agencies in Connection With Merit Systems for Personnel Administration.* Bureau of Employment Security. May 1940. 10 pp. Processed.
- Draft Rule for a Merit System of Personnel Administration in State Public Assistance and State Employment Security Agencies.* See A-13.
- §C-18. *Draft Travel Regulations Relating to Expenditures of Funds Granted by the Board Pursuant to Title III of the Social Security Act and the Wagner-Peyser Act, for Travel Expenses of State Agencies Administering Unemployment Compensation and Employment Service.* Bureau of Employment Security. Rev. September 1939. 10 pp. Processed.
- \*C-19. *Field Visiting Program for the Public Employment Service.* Bureau of Employment Security. 1935. 36 pp.
- §C-20. *Handbook of Information on the Performance of Labor Clearance Functions.* Bureau of Employment Security. May 1940. 29 pp. Processed.
- †C-21. *Industrial Classification Code.* 2d ed. (including 4-digit subclassification). Vol. I, Pt. 1.—*Manufacturing Industries—List of Industries*; Vol. I, Pt. 3.—*Manufacturing Industries—Alphabetic Index of Products, Establishments, and Processes*; Vol. I, Pt. 4.—*Manufacturing Industries—Alphabetical Index of Products, Establishments, and Processes by Major Industry Groups.* Vol. II, Pt. 1.—*Nonmanufacturing Industries—List of Industries*; Vol. II, Pt. 3.—*Nonmanufacturing Industries—Alphabetic Index of Products, Establishments, and Services*; Vol. II, Pt. 4.—*Nonmanufacturing Industries—Alphabetical Index of Products, Establishments, and Services by Major Industry Groups.* Bureau of Employment Security. December 1939. Processed. Earlier edition 1937 (5 pts.). For list of major industry groups, see p. 150 of this yearbook.
- §C-22. *Instructions to State Agencies Relative to Fiscal Affairs in Connection With Grants Made for Expenses of Unemployment Compensation and Employment Service Administration.* Pts. A-E. Bureau of Employment Security. Beginning September 1939. Approx. 200 pp. Processed.
- §C-23. *Instructions to State Employment Security Agencies Relative to Statistical Reports.* Bureau of Employment Security. Beginning December 1939. Approx. 200 pp. Processed.
- §C-24. *Interested Parties: Construction of the Terms "Interested Parties" and "Parties" in Unemployment Compensation Laws.* Bureau of Employment Security. July 1938. 14 pp. Processed.
- \*C-25. *Interviewing Applicants in Public Employment Offices.* Bureau of Employment Security. 1935. 36 pp.
- §C-26. *Local Office Procedures for Handling Multistate Claims.* Bureau of Employment Security. July 1939. 28 pp. Processed.
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- §C-27. *Modifications of Benefit Procedures for the Filing of Claims and Registration for Work in Cases of Mass Separation.* Bureau of Employment Security. January 1938. 22 pp. Processed.
- §C-28. *Modifications of Mass Separation Procedures for the Filing of Claims for Intermittent Weeks of Total Unemployment.* Supplement to C-27. Bureau of Employment Security. May 1938. 5 pp. Processed.
- †C-29. *Procedures Available to Workers in Unemployment Compensation Benefit Appeals.* Bureau of Employment Security. June 1939. 10 pp. Processed.
- §C-30. *Procedures for Adjusting Contested Claims.* Bureau of Employment Security. April 1938. 21 pp. Processed.



- §C-31. *Procedures for Computing Amounts to be Transferred From the Accounts of States to the Railroad Unemployment Insurance Account in the Unemployment Trust Fund.* Bureau of Employment Security. June 1939. 23 pp. Processed.
- §C-32. *Procedures for Paying Unemployment Benefits to Part-Time Workers.* Bureau of Employment Security. July 1938. 25 pp. Processed.
- §C-33. *Separation Data in Claims Procedures.* Bureau of Employment Security. January 1938. 35 pp. Processed.
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- E-33. *Unemployment and Relief*. S. Rept. 2, Pts. 1, 2, and 3, 76th Cong., 1st sess. 1939. 15 pp. 5 cents.
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- E-35. *Unemployment and Relief; Preliminary Minority Views*. S. Rept. 1625, Pt. 2, 75th Cong., 3d sess. 1938. 7 pp. 5 cents.
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- E-37. *Wagner-Peyser Act*. As amended by act of May 10, 1935. Public, No. 30, 73d Cong. 5 pp. 5 cents.
- E-38. *Wagner-Peyser Act*. As amended June 29, 1938. Public, No. 782, 75th Cong. 2 pp. 5 cents.



# **INDEX**







# Index

## A

Account numbers. <i>See</i> Employee account numbers under Old-age and survivors insurance.	
Advisory Council on Social Security.....	6, 7, 8, 9
Age distribution:	
Applicants for employee account numbers.....	43-45
Employment service placements.....	134-136, 139, 142
Persons in urban single-family households, relation to income.....	20-26
Workers with taxable wages under old-age and survivors insurance.....	53-59

## B

Benefits. <i>See</i> under specific insurance program; Lump-sum payments under Old-age and survivors insurance; and Payments to recipients under specific public assistance program and under Public aid.	
Beneficiaries. <i>See</i> under specific insurance program; and Recipients under specific public assistance program and under Public aid.	
Blind, aid to:	
Administration, State and local:	
Developments.....	154-157
Organization.....	154-155
Amendments to Social Security Act.....	13
Appeals and fair hearings.....	162-163
Case-work services to recipients.....	163
Cost estimates and expenditures, 1936.....	226
Development of State programs.....	182
Eligibility conditions:	
Age.....	160
Citizenship.....	159, 161
Moral qualifications.....	161
Need, determination of.....	157-158
Residence.....	159, 160
Responsibility of relatives.....	161-162
Financing.....	156, 233-236
Grants to States, Federal.....	233-236
Payments to recipients:	
Amounts (Federal, State, local).....	3, 4, 5, 7, 9, 14, 168, 174-178, 207-210
Amounts per inhabitant..	167-168, 179-180, 182, 184
Influence of Federal and State maximums..	203, 205
State maximum limitations.....	158
Plans approved.....	12, 154
Provisions of State programs.....	153-165, 185-192
Recipients.....	3, 4, 5, 7, 9, 14, 172-173, 175-177, 186, 211-214
<i>See also</i> Public assistance.	

## C

Carriers Taxing Act, receipts under.....	232, 234-235
Child-health services. <i>See</i> Maternal and child-health services.	

## Page

## Page

Child-welfare services.....	6, 8, 10, 14, 232, 234-235
Children:	
Crippled, services for.....	6, 8, 10, 14, 232, 234-235
Dependent, aid to. <i>See</i> Dependent children, aid to.	
Number in relation to income of urban single-family households.....	20-23, 25-27
Civil Works Administration.....	153, 166, 167, 168, 170-174, 182
Civilian Conservation Corps.....	166, 167, 168, 170-173
Committee on Economic Security.....	3, 14, 223-231
Contributions. <i>See</i> Carriers Taxing Act; Federal Insurance Contributions Act; Federal Unemployment Tax Act; and Contributions under Unemployment compensation.	
Cost estimates for social security programs.....	223-231
Coverage. <i>See</i> Workers with taxable wages under Old-age and survivors insurance and Coverage and Employment covered under Unemployment compensation.	
Crippled children, services for...	6, 8, 10, 14, 232, 234-235

## D

Debt, public.....	233-235
Dependent children, aid to:	
Adequacy of program.....	165
Administration, State and local:	
Developments.....	154-157
Organization.....	154-155
Amendments to Social Security Act.....	13
Appeals and fair hearings.....	162-163
Case-work services to recipients.....	163
Cost estimates and expenditures, February-June 1936.....	226
Development of State programs.....	182
Eligibility conditions:	
Age.....	160
Citizenship.....	161
Moral qualifications.....	161
Need, determination of.....	157-158
Residence.....	159, 160
Federal participation, maximum.....	158-159
Financing.....	156-157, 190, 233-236
Grants to States, Federal.....	233-236
Payments to recipients:	
Amounts (Federal, State, local).....	3, 4, 5, 7, 9, 14, 168, 174-178, 193, 195-197, 200-203
Amounts per inhabitant..	167-168, 179-180, 182, 184
Influence of Federal and State maximums..	203-206
State maximum limitations.....	158
Plans approved.....	12, 154
Provisions of State programs.....	153-165, 185-192
Recipients.....	3, 4, 5, 7, 9, 14, 172-173, 175-177, 185, 198-200, 202-206
<i>See also</i> Public assistance.	



## E

	Page
Economic Security, Committee on.....	3, 14, 223-231
Employment security. <i>See</i> Employment service and Unemployment compensation.	
Employment service:	
Active file.....	127, 129-130, 141, 144
Applications for work.....	129, 141-144
Bibliographic notes.....	245-248
Placements:	
Age distribution.....	134-136, 139, 142
Industrial distribution.....	137-141, 143
Occupational distribution.....	128, 134, 136-138, 142
Private employment.....	3, 4, 5, 7, 10, 14, 127-128, 130-132, 134-139, 141
Public employment.....	3, 4, 5, 7, 10, 14, 132-133, 136-141
Race distribution.....	142
Ratio to registrants.....	128
Sex distribution.....	134-138, 140, 142
Supplementary.....	133, 139
Total.....	128-130, 140-143
Publications.....	256-260
Registrants in active file.....	127, 129-130, 141, 144
Unemployment compensation, integration with..	127
Expenditures, Federal:	
Grants to States for social security programs..	232-236
Total and social security.....	232-235
Under Social Security Act.....	232-236
Experience rating.....	105-106

## F

Family composition, economic insecurity in relation to.....	17-29
Family size and type, relation to income of urban single-family households.....	18-22, 25
Farm Security Administration....	166, 167, 168, 170-173
Federal Emergency Relief Administration.....	153, 166, 167, 168, 169, 170, 175, 182
Federal Insurance Contributions Act....	230, 232, 234-236
Federal Unemployment Tax Act.....	100, 101, 230-235, 237-238
Federal Works Program. <i>See</i> Work programs, Federal.	
Financing social security programs.....	232-238

## G

Gainful workers, number in relation to income of urban single-family households.....	24-27
---	-------

## I

Income of urban single-family households.....	18-29
Income payments, index.....	32-33
Industrial Classification Code of the Social Security Board.....	92-93, 149-150
Industrial distribution:	
Employment security placements.....	137-141, 143

## Industrial distribution—Continued.

	Page
Old-age and survivors insurance:	
Employing organizations.....	72-75
Taxable wages.....	60-65, 70-71, 74-75
Workers with taxable wages....	60-65, 68-69, 74-75
Unemployment compensation:	
Covered employment.....	81-91, 93-97
Taxable wages.....	81-86
Interdepartmental Committee to Coordinate Health and Welfare Activities.....	4, 5, 8-9, 10

## L

Labor, U. S. Department of.....	81, 86, 166
---------------------------------	-------------

## M

Maternal and child-health services.....	6, 8, 10, 14, 232, 234-235
Medical care of recipients of public assistance....	163
Merit standards for personnel. <i>See</i> Personnel, State, standards for.	

## N

National Youth Administration....	166, 167, 168, 170-173
Negro workers. <i>See</i> Race distribution.	

## O

Occupational distribution, employment service placements.....	128, 134, 136-138, 142
Old-age and survivors insurance:	
Account numbers issued. <i>See</i> Employee account numbers, <i>below</i> .	
Amendments enacted.....	11
Beneficiaries.....	7, 10, 14, 36-37
Bibliographic notes.....	242-244
Claims certified, 1937, race and sex distribution..	50
Cost estimates.....	226-228
Coverage. <i>See</i> Workers with taxable wages, <i>below</i> .	
Coverage estimates.....	30-31
Employee account numbers:	
Characteristics of applicants.....	43-45
Number.....	5, 7, 10, 14, 43-45
Employing organizations:	
Industrial distribution.....	72-75
Size.....	66, 67, 73-74
Employment and pay rolls.....	66-75
Employment covered. <i>See</i> Workers with taxable wages, <i>below</i> .	
Employment excluded.....	30-31, 67
Financing.....	232-237
Industrial distribution:	
Employing organizations.....	72-75
Wages, taxable.....	60-65, 70-71, 74-75
Workers with taxable wages....	60-65, 68-69, 74-75
Lump-sum payments.....	7, 10, 14, 34-39, 46-50
Pay rolls, covered. <i>See</i> Wages, taxable, <i>below</i> .	



Old-age and survivors insurance—Continued.	Page
Publications, Social Security Board	255-256
Significant developments, 1934-39	3-14
Wage records	51-65
Wages, taxable:	
Age distribution of workers	53-59
Amount	7, 10, 14, 51-65, 66-67, 70-72
Continuity of covered employment	57-62
Industrial distribution	60-65, 70-71, 74-75
Race distribution of workers	56, 57-58
Sex distribution of workers	52-65
Size of employing organization	66, 67, 73-74
Workers with taxable wages:	
Age	53-59
Continuity of covered employment	57-62
Industrial distribution	60-65, 68-69, 74-75
Number	7, 10, 14, 51-65, 66-69, 72-75
Race	56, 57-58
Sex	52-65
Size of employing organization	66, 67, 73-74
Old-age assistance:	
Adequacy of program	165
Administration, State and local:	
Developments	154-157
Organization	154-155
Amendments to Social Security Act	13
Appeals and fair hearings	162-163
Cost estimates and expenditures	224-226
Development of State programs	180, 182
Eligibility conditions:	
Age	159-160, 186, 189
Citizenship	159, 161
Moral qualifications	161
Need, determination of	157-158
Residence	159, 160
Responsibility of relatives	161-162
Financing	156-157, 189-190, 232-236
Grants to States, Federal	232-236
Payments to recipients:	
Amounts (Federal, State, local)	3, 4, 5, 7, 9, 14, 168, 174-178, 181, 183, 187-188, 200-203
Amounts per inhabitant	167-168, 179-180, 182, 184
Influence of Federal and State maximums	203-205
State maximum limitations	158
Plans approved	12, 154
Provisions of State programs	153-165, 185-191
Recipients	3, 4, 5, 7, 9, 14, 172-173, 175-177, 184, 186, 189-191
<i>See also</i> Public assistance.	
Old-age reserve account	232-237

## P

Personnel, State, standards for	163-164
Post Office Department	43
Public aid (public assistance and Federal work programs):	
Financing, Federal participation	153
Households receiving aid	166-167, 169, 172-173
Payments per inhabitant	167-168

Public aid—Continued.	Page
Payments to recipients	166-171
Recipients	166-167, 169, 172-173
Trends in development of programs, 1933-39	166-220
<i>See also</i> Public assistance, special types; Relief, general; and Work programs, Federal.	
Public assistance, special types:	
Adequacy of programs	164-165
Administration, State and local:	
Developments	154-157
Organization	154-156
Amendments to Social Security Act	13
Appeals and fair hearings	162-163
Bibliographic notes	248-250
Case-work services to recipients	163
Confidential character of records	162
Cost estimates and expenditures	224-226
Eligibility conditions:	
Age	159-160
Citizenship	159, 161
Moral qualifications	161
Need, determination of	157-159
Residence	159-160, 189
Responsibility of relatives	161-162
Fair hearings	162-163
Federal grants to States, variable	164
Federal participation, dates of	12
Financing	156-159, 162, 206, 211, 233-236
Medical care of recipients	163
Payments to recipients:	
Amounts (Federal, State, local)	3, 4, 5, 7, 9, 14, 166-168, 170-171, 174-178
Amounts per inhabitant	167-168
State maximum limitations	158
Personnel standards, State and local	163-164
Provisions of State programs	153-165, 185-192
Publications, Social Security Board	260-263
Significant developments, 1934-39	3-14
State policies and procedures	190-192, 211-212
States with approved plans	12
Waiting lists	159
<i>See also</i> Blind, aid to; Dependent children, aid to; and Old-age assistance.	
Public debt, Federal	233-235
Public employees, retirement systems for	30-31, 35
Public-health services	6, 8, 10, 13-14
Publications	253-264

## R

Race distribution:	
Applicants for employee account numbers	44, 45
Claims certified under old-age and survivors insurance, 1937	50
Employment service placements	134, 142
Workers with taxable wages under old-age and survivors insurance	56, 57-58
Railroad Retirement Act	3, 4, 6
Railroad Retirement Board	232, 234-235, 237
Railroad retirement program:	
Beneficiaries	5, 6, 8, 10, 14, 36-37



Railroad retirement program—Continued.	Page
Benefit payments.....	5, 8, 10, 14, 34-39
Coverage estimates.....	30-31
Financing.....	232, 234-235
Railroad retirement account.....	232, 234-235
Survivor annuities.....	5-6, 8, 10, 14
Railroad Unemployment Insurance Act.....	8,
	99, 108, 232, 234-235, 237
Railroad unemployment insurance program:	
Beneficiaries.....	14, 36-37
Benefit payments.....	14, 34-39
Railroad unemployment insurance account.....	232,
	234-235, 237
Railroads, interstate, employment and taxable pay	
rolls.....	86
Receipts, Federal, total and social insurance..	232, 234-235
Reconstruction Finance Corporation.....	153
Relief, general:	
Adequacy of programs.....	165
Financing.....	184, 194
Interrelation with other types of public assist-	
ance and social insurance...	182, 192, 194, 198-199
Payments to recipients:	
Amounts.....	166-171, 174-178, 215-217
Amounts per inhabitant..	167-168, 179-180, 182, 184
Recipients.....	172-173, 175-177, 194, 218-220
State policies and procedures.....	198

## S

Sex distribution:	
Applicants for employee account numbers.....	44-45
Claims certified under old-age and survivors in-	
surance, 1937.....	50
Employment service placements.....	134-138, 140, 142
Workers with taxable wages under old-age and	
survivors insurance.....	52-65
Social Security Act. <i>See</i> Child-welfare services;	
Crippled children, services for; Dependent	
children, aid to; Employment service; Maternal	
and child-health services; Old-age and sur-	
vivors insurance; Old-age assistance; Public	
assistance, special types; Public-health serv-	
ices; Unemployment compensation; and Voca-	
tional rehabilitation.	
Social Security Board publications.....	253-263

## T

Tax, title VIII. <i>See</i> Federal Insurance Contribu-	
tions Act.	
Tax, title IX. <i>See</i> Federal Unemployment Tax Act.	

## U

Unemployment, relation to income of urban single-	
family households.....	28-29
Unemployment compensation:	
Administrative grants to States.....	232-235
Amendments to Social Security Act.....	11, 13
Amendments to State laws.....	99-106

Unemployment compensation—Continued.	Page
Beneficiaries, number of.....	36, 37, 111, 117, 119
Beneficiaries exhausting wage credits.....	120, 123-124
Benefits:	
Amount of payments.....	5,
	7, 9, 14, 34-39, 107-110, 116, 121, 122
Dates first payable.....	13, 107, 121, 122
Disqualifications, State legislative provisions..	100, 105
Distribution of payments by size.....	110
Duration, State legislative provisions..	100, 102-103
Eligibility, State legislative provisions.....	100, 104
Number of payments.....	5, 7, 9, 14, 110, 115, 117
Partial unemployment.....	103-104, 122
Ratio to contributions.....	121, 124-126
Recipients. <i>See</i> Beneficiaries, <i>above</i> .	
State legislative provisions.....	99-104
Waiting period, State legislative provisions...	100,
	104-105
Bibliographic notes.....	244-248
Claims:	
Allowances and disallowances.....	111,
	118, 119-120, 122-123
Continued.....	109, 117, 122
Initial.....	108, 111-115, 117, 122
Interstate, initial.....	112-113, 117-119
New.....	111, 114, 119-120, 122-123
Contributions.....	121, 124-126
Cost estimates.....	228-230
Coverage, State laws.....	79, 80, 99-101
Definitions of technical terms.....	145-148
Delinquency in filing reports.....	92
Employment covered:	
Fluctuations.....	80, 97-98
Industrial distribution.....	81-91, 93-97
Number of workers.....	5, 7, 9, 14, 80, 82-86, 114
Employment and pay rolls.....	79-98
Employment service, integration with.....	127
Experience rating.....	105-106
Partial unemployment, State legislative provi-	
sions.....	99, 103-104, 122
Pay rolls, taxable. <i>See</i> Wages, taxable, <i>below</i> .	
Provisions of State laws.....	99-106
Publications.....	256-260
Significant developments, 1934-39.....	3-14
State laws:	
Coverage.....	79, 80, 99-101
Dates enacted and approved.....	13
Size-of-firm provisions.....	79, 80, 82-86, 100
State unemployment funds..	105, 121, 124-126, 237-238
<i>See also</i> Ratio to contributions <i>under</i> Benefits,	
<i>above</i> , and Unemployment trust fund.	
States receiving Federal administrative grants..	5, 7, 9, 14
Wages, taxable:	
Amount.....	80, 82-86
Fluctuations.....	80, 97-98
Industrial distribution.....	81-86
Workers covered. <i>See</i> Employment covered,	
<i>above</i> .	
<i>See also</i> Employment service.	
Unemployment trust fund... 5, 7, 9, 14, 232-235, 237-238	



## V

	Page
Veterans, payments to.....	35
Vocational rehabilitation.....	6, 8, 10, 14

## W

Wages, taxable. <i>See under</i> Old-age and survivors insurance <i>and</i> Unemployment compensation.	
Wagner-Peyser Act. <i>See</i> Employment service.	
Women workers. <i>See</i> Sex distribution.	
Work programs, Federal:	
Earnings of persons employed, 1933-39.....	166-171

Work programs, Federal—Continued.	Page
Payments per inhabitant, 1933-39.....	167-168
Persons employed, 1933-39.....	172-173
Placements through employment service.....	132-133
Work Projects Administration.....	43, 132, 142, 143, 153, 166, 167, 168, 170-174, 182, 192, 194, 199
Workers covered. <i>See</i> Workers with taxable wages <i>under</i> Old-age and survivors insurance <i>and</i> Employment covered <i>under</i> Unemployment compensation.	
Works Progress Administration. <i>See</i> Work Projects Administration.	















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